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## The council-manager plan, or, Managing for results?: Profiles and management styles of eight city managers in San Bernardino County

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THE COUNCIL-MANAGER PLAN, OR MANAGING FOR RESULTS?:  
PROFILES AND MANAGEMENT STYLES OF EIGHT CITY  
MANAGERS IN SAN BERNARDINO COUNTY

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A Project  
Presented to the  
Faculty of  
California State University,  
San Bernardino

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In Partial Fulfillment  
of the Requirements for the Degree  
Master of Public Administration

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by  
Leatrice Michelle Cash

December 2005

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Leatrice Michelle Cash


December 2005

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## ABSTRACT

This research project examines in brief the origin of the council-manager form of government, the city management profession, and the procedural process of managing for results. This study provides the professional profiles of eight city managers in San Bernardino County, functioning under the council-manager form of government and explores what they are doing to effectively lead their cities.

Results from the analysis indicate that the city managers are not managing for results, although there is some performance measurement practiced. The city managers are not satisfied with simply embracing the new reform designed to reshape government. It is their choice to take a "wait and see" approach to determine if managing for results is effective or just a passing reinventing government fad.

This study is descriptive in form involving limited and well-defined concepts based upon academic literature, agency reports, personal interviews and questionnaire design.

## ACKNOWLEDGMENTS

This project represents three years of work toward a Master in Public Administration. I have been truly fortunate in having my professors at CSUSB. I am humbly thankful for their contribution to my way of thinking and understanding the dynamics of public administration. But my first inspiration comes from professor Dr. Guenther Kress—his research and theories shape much of how I view what is my passion—managing for results. His lectures and teaching methods about the fundamental principles of managing for results did not fall on hard, dry soil unable to be cultivated—at least not with this student of change. I heard his call for action. I am forever respectfully indebted to that call and inspired by his teachings, insightful and unruffled navigation of this project when I was ready to surrender and toss this project to the wind.

On a personal note, I would like to thank my children, Seth, Shannon, Carrie and Gray for their contribution to my success in a variety of ways. I would like to thank my mother, Altamese Hudson who deserves special thanks, my sister, Terry and my brothers, Frank, Phil, Guy and Gary for their countless ways of giving. I am so grateful for their hands in the designing of who I have become.

I'd like to acknowledge my host of friends—too many to mention who laughed and cried with me during my educational journey of getting a Master in Public Administration. You each know who you are—for I have let you know how valuable you've been in this journey. Your collaboration, love and support have been my safety net woven to keep me moving forward. I thank you from the bottom of my heart.

And finally, I'd like to give praise to Jehovah God who makes all things possible.

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## CHAPTER ONE

### BACKGROUND OF THE PROBLEM

#### Introduction

In 2000, the Government Performance Project (GPP), under the direction of Governing Magazine and Syracuse University's Maxwell School of Citizenship and Public Affairs Institute, critically examined the effectiveness of financial management, human resources, information technology, capital management systems, leadership and managing for results in the 35 largest cities across the United States of America. Two years later, in 2002 the GPP examined the 40<sup>th</sup> largest counties in the nation under the same criteria as listed above for the 35 largest cities. San Bernardino County was examined and it received an overall average of C-. In the area of managing for results San Bernardino County was given the grade of a D.<sup>1</sup>

The GPP guidelines that dealt with very specific aspects of managing for results were:

1. Does the government engage in results-oriented strategic planning in which strategic objectives are identified and provide a clear purpose?

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<sup>1</sup> For information about the GPP and San Bernardino County's grade, see the Government Performance Project in Governing Magazine, February 2002, pages 31-37, 85-87

2. Does government leadership effectively communicate objectives to employees and plans responsive input from citizens and other stakeholders?
3. Are agency plans coordinated into central government plans?
4. Does the government develop indicators and evaluative data that can measure progress towards results and accomplishments and does it take steps to ensure that this data is valid and accurate?
5. Do leaders and managers use results data for policymaking, budgeting, management and evaluation of progress?
6. Are there organizations within the government whose responsibility it is to evaluate programs or agencies, and are their conclusions utilized?
7. Does government communicate the results of its activities to stakeholders and community?

#### A Need to Know

Hansell (2000) declares from time to time it is useful for those in the local government management profession to reflect on our heritage, our present

condition, and our future. Considering the changes that have occurred over the last decade in attitudes towards local government where city managers are called upon to do more with fewer resources (Savitch & Tharp, 1997), I wondered after reading the findings of the GPP, whether there was a similar report on small to midsize cities with a council-manager form of government? Since the GPP is a well-documented report, I thought that it might be of some interest to public administration students to determine whether local municipalities in the County of San Bernardino functioning under the council-manager form are "Managing for Results" according to the criteria set in the GPP report.

While government itself comes under increasing pressure to justify itself, the ability of administrators and bureaucracies to do their work effectively has advanced at a much faster pace than has the ability of elected officials to do theirs (Nalbandian, 1989). Moreover, while I believe that it is easier for city managers to embrace the concept of managing for results, and effectively manage for results, than for a politician, the importance of a focus study on city management allows for a better understanding of how professional city managers translate and implement the goals and objectives

1. To describe the history of council-manager form of government.
2. To examine the framework of managing for results.
3. To determine what the characteristics of eight professional city managers in San Bernardino County: their values, challenges, strengths and weakness.
4. To understand what their differences and management styles in dealing with changing times, growing cities, budget cuts and pressing problems in city administration.
5. To determine whether they are practitioners of managing for results.

#### Limitations of the Study

An attempt was made to examine eight professional city managers in small to midsize San Bernardino County cities functioning under the council-manager form of government with a population of 200,000 or less. However, only five city managers fully completed the first and second questionnaire surveys in this descriptive study. To accomplish the research objectives listed in this project to a good degree, the profiles of the non-completing city

managers and the information that they provided at the time of their personal interviews (the 1<sup>st</sup> questionnaire) is included in this study.

These city managers have been included for the sole purpose of profiling the individual differences and management styles of professional city managers in San Bernardino County functioning under the council-manager form of government, and to determine whether they are managing for results.

## CHAPTER TWO

### THE COUNCIL-MANAGER PLAN

This chapter addresses the council-manager form of government and the city manager profession. It is divided into the following sections: (1) introduction; (2) historical beginnings; (3) the International City Managers Association; and (4) times they are a changing. The chapter closes with a summary.

#### Introduction

According to the International City Management Association (ICMA), the council-manager form is currently the fastest growing form of United States city government<sup>2</sup>. Kreft (2002) declares, "historically, the majority of U.S. city government has adopted either a strong mayor-council form of government or a council-manager form of government" (p. 2).

In the mayor-council (strong-mayor) form of government the mayor is popularly elected and has the sole responsibilities of the day-to-day operations, hiring and firing city department personnel, preparing and

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<sup>2</sup> This information was taken from the International City Management Association (ICMA), *State of the Profession Survey*, 2000 Washington. D.C.

administering the city budget. The mayor-council form has an elected council that performs legislative duties, but the mayor has the authoritative administrative power. The mayor sets the agenda. He/she appoints and dismisses all city officials without concurrence. The city administration is integrated under the control of the mayor as chief executive, whereas in the council-manager form the professional city manager is the chief executive. City boards and commissions are advisory only, appointed at the pleasure of the mayor.

The council-manager form of government is a system of local government that combines the political leadership of elected city officials in the form of a council. All power is concentrated in the elected council as a whole. Council members are leaders in the community and policy makers elected to concentrate on the policy issues that are responsive to their citizens' needs and wishes. The elected council members in turn appoint a professionally trained city manager to oversee the city's day-to-day operations, delivery of public services and to carry out policy and ensure that the entire community is served. The city's professional manager has the power over city administration and reports to the city's council members.



In 1935, the ICMA recognized 418 U.S. Cities and seven counties as operating under the council-manager form. Today, 3,302 cities with populations of more than 2,500 and 371 counties operate under this system (Hansell, 2000). William Hansell (2000) concludes, "there is a growth towards this form of government" (p. 400). Why? He acknowledged, "Because the council-manager form of government is founded on a series of democratic values that are consistent with today's communities and with the goal of improving the quality of life in those communities. Professional managers and the council-manager form continues to evolve so that today, as in the early 20<sup>th</sup> century, this system offers government of the people, by the people and for the people" (p. 400).

The council-manager form is also popular in Countries such as Canada, Australia, the Netherlands, New Zealand, the United Kingdom, Honduras Chile, and Brazil (City of Lebanon, 2000).

### Historical Beginnings

Leonard D. White, a Professor of Public Administration at the University of Chicago wrote the first book-length study of the city management profession titled, "*The City Manager*" (White, 1927). There is not a

great deal written about the historic reform era which is a combination of two experiments, the City Commission Plan and the Staunton Plan, resulting in the council-manager plan (Nolting, 1969).

According to Richard Stillman (1974), the council-manager plan is a municipal reform doctrine developed by Richard Childs and sponsored by the National Municipal League (NML) since 1915. Stillman (1974) states, "In brief, Childs established a method of community government with a directly elected city council and an appointed professional city manager" (p. 3). History records the Plan achieved its greatest period of growth during the World War II decade. Surveys taken of city managers during the early years of the profession reflect that the group of professionals was white, middle thirties, native-born American males who lived and worked in midwestern and southern communities (Stillman, 1974).

On January 16, 1908, the Staunton, Virginia city council passed an ordinance establishing an office of "general manager". This general manager would have entire charge and control of all executive work of the city in various departments. Although the council-manager plan of government did not originate in Staunton, Virginia, it was the first well-documented and publicized example of

government known today as the council-manager plan. Stillman (1974) stated, "Charles E. Ashburner was appointed and many saw the City of Staunton as the first city manager community in the country" (p. 14). John Porter East is in agreement with Stillman. East (1965) writes the Staunton, Virginia reform was under the watchful eye of a "progressive reformer" Richard Childs. East (1965) stated, "Richard Childs was a quintessential progressive reformer—a man of means with a social conscience, a professional background and extra time to devote to his pet hobby, municipal reform" (p. 5).

Richard Childs, although commonly considered to be a promoter of a narrow role for managers in government, in fact saw the professional manager as a leader and had high aspirations for the new city management profession (Svara, 1989). Svara (1989) reports at a managers meeting in 1917, and again in 1918, Childs stated his position eloquently.

Some day we shall have managers here who have achieved national reputation, not by saving taxes or by running their cities for a freakishly low expense per capita, but managers who have successfully led their commissions into great new enterprises of service. (quoted in White, 1927, p. 352)

Many years later and through further research into the city management origin, Stillman (1974) discovered that many effects of rapid urbanization and the rise of growing cities became a huge area of distrust among business professional like Richards Childs. This is how they became known as progressive reformers, arguing passionately for lasting legislative reforms, including antitrust legislation, short ballots, women suffrage, anti-child labor laws and home rule during the early 1900 and 1920's. Waldo (1948) argued that the manager concept was a perfect comprise between two streams of progressive reform thought--the need for centralizing planning and for decentralized grass-root participation in public policy making. Stillman (1974) describes that this form of management concept ideally suited the progressive reformers philosophy: a competent manager would impartially and rationally administer public policy established by a nonpartisan council.

Stillman (1974) writes that Childs was the son of the founder and head of the Bon Ami Company, makers of household cleaning powders. He graduated from Yale in 1904 and became an insurance advertising executive but retired early in order to devote himself full-time to municipal reform. Stillman (1974) stated, "Childs may well be one of

those particular accidents in history that the right man was in the right place at the right time to make appointed professional management a reality" (p. 15). Stillman (2004) concludes, "Few city managers, local government specialist, even 20th century historians probably have heard the name "Richard Childs." Yet, more than any other single person, he was responsible for "inventing" and promoting the institution of council-manager government."<sup>3</sup>

Richard S. Childs, a graduate of Yale, regarded as the father of the council-manager government, continued to promote the virtues of at-large council elections and selection of the mayor by the council a half-century after the introduction of the plan (Newell, Glass, & Ammons, 1989). Along with crystallizing the manager concept in popular form and giving it national publicity, Childs also succeeded in gaining institutional and academic acceptance for the Plan in the organizations, which he was a member of and later served as president. One specific

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<sup>3</sup> Endorsement from Richard J. Stillman on the book " Democracy Reform," a biography on progressive reformer Richard Childs retrieved from the Internet on 12/15/2004.

organization was the National Municipal League (NML)<sup>4</sup> who's "Standing Committee" on Commission Government contained a number of the prominent scholars of the era (Stillman, 1974).

In 1915, when Childs won his case for the professional manager concept, the NML adopted the Plan as part of its reform package in the Model City Chapter. Combining the integrated structure and non-partisan features of the commission form of government with a concept borrowed from private business, namely that of general manager. The city commission would deal only with the manager. The city manager would in turn have complete charge of the city government's day-to-day operations. The city manager would have the power to hire and fire department heads and to administer city affairs without interference by the city commission. Should the professional manager fail to perform to the satisfaction

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<sup>4</sup> In 1894, founded by Theodore Roosevelt, Louis Brandeis and other turn of the century progressives, more than 100 educators, journalist, business leaders and policymakers met in Philadelphia to discuss the future of American cities. Before adjourning, the conferees resolved to form a national organization to help local reform government groups learn from each other's successes and failures. The NML, as it was known would also develop specific proposals for making city government more honest, efficient and effective. The name of the organization has changed to the National Civic League (NCL), and although some of the terms have changed, the role of NCL today remains the same as it was 100 years ago. (Information retrieved from National Civic League website, "Our History" on January 15, 2005)

of the city commission he would be dismissed forthright (Powers, 1974).

In the early years of the profession, according to Stillman (1974), the typical manager had graduated from high school and attended college. Slightly more than half had obtained B.A. degrees and about one-tenth held advanced degrees. Three-fourths of those with B.A. degrees studied engineering. Less than three percent had majored in political science or public administration. Stillman also observed that many city managers were trained in various positions in government before becoming city managers, serving as department heads, public utility managers, highway superintendents, city clerks or financial officers. Stillman (1974) stated, "Other professional managers were drawn from a wide spectrum of private occupations such as business, law, teaching and banking" (p. 39). By the late 1930's the average city manager had served in his position for four years. He was married and in his mid forties, putting in long hours in a five to six day work week (Stillman, 1974).

#### The International City Managers Association

Richard Stillman (1974) reports, that after becoming Dayton, Ohio's first manager, Henry M. Waite, involved in

a professional engineering society, initiated the first meeting of city managers. In 1914, a total of 31 city managers received a letter of invite to exchange ideas and join in the formation of a professional association. Eight city managers responded to the invite and soon that group became the City Managers Association (CMA). They published a monthly newsletter, *The City Manager Bulletin*, an important link with its members, which published job openings and current professional news. To establish its own separate professional identity the CMA had to secure it independence from the "progressive reform" organizations mainly responsible for promoting the council-manager Plan throughout the country.

The existence of a separate CMA brought up many questions of organizational policy. It became standard practice for the CMA to appoint adhoc committees to resolve their professional problems at annual conventions. In 1923, a permanent headquarters for the CMA was established at the University of Kansas, in Lawrence, Kansas (Stillman, 1974). In 1924, the organization had a constitutional revision to broaden the scope of the organization's identity by adopting a new name: the International City Managers' Association (ICMA). During that year the ICMA also became the first group of public



officials to adopt a code of ethics (Nolting, 1967). This code, adopted in 1924, changed again in 1938, 1952 and in 1961, to provide disciplinary action drafted by an advisory committee of mayors and managers to any member who exhibited unprofessional conduct. (See Appendix A)

The ICMA claims that it remains the forerunner in educating the world about the city management professional. The ICMA states:

Hiring a professional manager/administrator, appointed by the city or town council or board is a logical and necessary evolution in municipal government. They generally do not have guaranteed terms of office or tenure. They are evaluated based on their responsiveness to the elected legislative body and to the community and on their ability to provide efficient and effective services. If the administrator is not responsive to the elected officials, he/she may be terminated at any time. In that sense, the manager or administrator's responsiveness is tested daily.<sup>5</sup>

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<sup>5</sup> Information quoted from International City Managers Association Internet website.

## Times They Are a Changing

Today, under the council-manager form of government there are hundreds of city managers empowered as nonpolitical public administrators to oversee their cities day-to-day administrative affairs, playing an influential role in determining public policy within their respective communities across America (Hansell, 2000). He claims this most popular form of government for communities with population of 5,000 or more has proven to be the most significant step in improving the overall performance and credibility of local government (Hansell, 2000).

Stillman (1974) mentions that although the League's (NML) Chapter was revised in 1925, 1933, 1941 and 1964, the theoretical concepts for both governing and administering local government found in the framework of Richard Childs and his "progressive reform colleagues" remains local government's central program unchanged since 1915. Therefore, as the nation grew so did the spread of the council-manager plan and the examination of the city manager profession.

The ICMA (2004) reports as of 2003, 3,387 U.S. cities and towns are operating under the council-manager form of government. More than 76 million Americans live in communities that operate under the council-manager plan.

The city manager is hired to serve the council, the community, and to bring to the local government the benefit of training and experience in administering local government projects and programs on behalf of the governing city council. The city manager makes policy recommendations to the council, and the council may adopt or modify the recommendations. The city manager is bound by whatever action the city council takes. According to the ICMA, 60 percent of all city managers earned a Master degree in Public Administration or in other administration degrees<sup>6</sup>.

Professor Leonard White in 1926, for his book, *The City Manager*, personally visited 31 council-manager cities across the United States. He observed and stated:

Physically, city managers are men formed under the pressure of unremitting hard work...They will not draw back from a disagreeable situation; they will not conceal their views for fear of the consequences to themselves. The managers courageous and forthright in performing their official duties...They are men who do things, and who like to think of themselves as

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<sup>6</sup> Information taken from ICMA *State of the Profession Survey*, 2000

men who do things rather than talk about things to do. They are clever and ingenious in handling specific situations.

On the other hand, the managers as a group are men with a narrow range of interests. Within their specialty, municipal government, they are primarily, and not infrequently, almost exclusively devoted to engineering, neglecting other phases of city government and sometimes oblivious of the more human problems involved in good city government. Curiously enough the managers as a group are not interested in administration as an art or Science...Managers, viewed collectively, have therefore the advantages and limitations of being practical men. They resemble each other to a marked degree also in the integrity of their personal and official relationship. It would be difficult to find a body of...men of who one could have greater assurance of the integrity of each and every member...One may hazard the opinion that the success of the managers has been due primarily to public confidence in their integrity and in their technical qualification

rather than to an unusual degree of native or managerial ability. (White, 1927 p. 145-151)

White predicted that the city manager is a forerunner to the type of official to pattern if the next generation of the American government is to achieve purpose, or even maintain its self-respect. What Professor White stated so long ago about these extraordinary leaders reflects currently in a changing scene in city government.

Savitch and Tharp (1997) argue if city managers are to be effective, they must balance competing pressures, adapt to changing directions and seize the opportunities to lead. The diversion of local resources to satisfy state and federal mandates is increasingly limiting the capacities of city officials to address local municipal needs (Waugh, 1998). Therefore, times they are changing and city officials are required to do more with fewer resources. Savitch and William (1997) report:

The changing landscape of city management with budget cuts, neighborhood blight, racial issues, globalization, technology, inadequate time for the manager's family and for managers themselves, general job pressures, negative feelings of citizens towards government and government's inability to take advantage of its

opportunities, challenges the talented group of professionals at large to maintain, cope, reorganize, redirect, do more with less, take initiative, be innovative, be risk takers, enterprising and competitive. (p. 387)

Therefore, city managers are taking to a tremendous height the ability to lead, guide and direct local government to success "unimagined" by supporters of the council-manager plan in the past. Many dilemmas confronting the urban management profession today are too complex to be solved by the individual city manager, or even by the government as a whole (Stillman, 1974; Svara, 1989). Yet, in every city under the council-manager form of government is a city manager that is facing these difficult situations and critical central issues, functioning in a highly charged political environment as skilled management professionals achieving an ideal world through negotiation and peaceful resolution of human conflict (Stillman, 1974).

#### Summary

The council-manager form is a responsive form of government. One of its most attractive features is that the council-manager form is adaptable to local conditions

and preferences. Because professional local government offers government of the people, by the people, and for the people, it sets the stage for citizens and their government. Examples range from vision, in which citizens play a major role in determining the future of their community, to neighborhood service delivery, which involves residents through the development of citizens/government partnerships, to community oriented local government services. The council-manager form, combining the strong political leadership of an elected council with the strong management skills of an appointed professional city manager, is viewed as providing balance in local government (Stillman, 1974).

The majority of U.S. city governments have adopted either an elected mayor-council form of government or a council-manager form (Kreft, 2002). The council-manager form, since the first large city (Dayton, Ohio) adopted the Plan in 1914, has become a well-established feature of the local political landscape (Protasel, 1989). The ideas and conceptual framework that the early progressive reformers supported is clearly a part of modern local government today. Therefore, the historical beginnings of the council-manger form of government have indeed played a valuable part in shaping local government, as we know it.

Childs' early statements and White's written remarks about city managers in 1926 ring with truth in the twenty-first century. In 1948, the president of ICMA, C.A. Harrell identified the city manager as a community leader. In 1952, the ICMA code of ethics referred to the city manager as a community leader (Svara, 1997). Thus a city manager has proven over the years to be a leader in the community that he/she serves. Although times have changed and placed a tremendous burden of responsibility on city managers, the group of professionals as a whole continues to lead and guide local governmental agencies to provide better services to their communities. According to Nalbandian (1989), a new kind of professionalism in city management is emerging, grounded in community values and politics and the changing nature of management itself challenges formal accountability structures at all levels of government and in the business world.

Svara (1989) reports, "It is not what managers do that distinguishes them from other city government officials. They are virtually as active as executive mayors in mayor-council cities, and most are involved in missions and policies to a greater extent than council members in their own cities. Rather it is who they are and



how they fill their roles that makes them different"  
(p. 88).

In sum, the city management profession continues to evolve relying on commitment to the city council and to community values as forerunners trusted to implement and over see city administration goals and missions. The profession acknowledges the pride in city managers to get things done. According to Nalbandian (1989), while city management will always be rooted, in part, in the manager's relation to the council, that relationship is not enough to nurture the profession of city management in the future. The manager must be committed not only to an employment relationship. There must be an understanding of a commitment to community values—representation, individual rights and social equity as well as efficiency. Commitment to these values provides an independent source of legitimacy for city managers and city management as a profession.

## CHAPTER THREE

### MANAGING FOR RESULTS

To work effectively and efficiently with changing times, Mandell (1997) feels that "management tools" have the potential to help local government measure service and program effectiveness and efficiency, improve decision-making and program administration, reduce budgets, enhance productivity and leverage resources. This chapter addresses the theoretical and conceptual framework of managing for results (MFR), a management tool deemed as highly effective which focuses on results in every aspect of management. This chapter is divided into the following three sections: (1) introduction; (2) theoretical framework; (3) words and phrases. The chapter closes with a summary.

#### Introduction

Historically, local government has focused accountability on inputs (resources-what they spend), activities (what they know), and outputs (what they produce). When President Clinton signed the Government Performance and Results Act (GPRA) of 1993 into law—from that moment on performance measurement became enshrined as the very essence of sound federal agency management and

which was attributed by many observers to this announcement (Nathan, 1995).

The citizens of this country, it seems, desired a better-managed government on all levels.

The NPR (1997), which assumed a central role in reinventing government, reported eight identified criteria important to successful performance measurement. They are:

- 1) Leadership is critical in designing and deploying effective performance measurement and management systems. Clear, consistent, and visible involvement by senior executives and managers is a necessary part of successful performance measurement and management systems.
- 2) A conceptual framework is needed for the performance measurement and management systems. All levels of the organization must understand this framework and should support objectives and the collection of results.
- 3) Effective internal and external communications are the keys to successful performance measurement. Both organization outsiders and insiders need to be part of the development and deployment of performance measurement systems.

- 4) Accountability for results must be clearly assigned and well understood.
- 5) Performance measurement systems must provide intelligence for decision makers, not just compile data. Collecting data simply because it's available to collect and it looks good should be avoided. Organizations should use performance measures that can help describe organizational performance, direction and accomplishment; and then aggressively use these to improve services to customers.
- 6) Compensation, rewards, and recognition should be linked to performance measurements.
- 7) Performance measurements should be positive, not punitive. This process should be a learning system that helps identify what works and what does not so as to continue to improve the organization.
- 8) Results and progress toward program commitments should be openly shared with employees, customers, and stakeholders.

In performance measuring, measurements can also take place as a part of program evaluation, management by objectives, and employee incentive programs (Mandell,

1997). He suggests there are four types of performance measures:

- 1) Workload or Output measures which is the amount of work performed or services provided. Example: tons of trash collected or numbers of calls responded to.
- 2) Unit Cost or Efficiency measures which means the dollar costs per unit of output or workload. Example: cost per patrol hour or housing inspections per man-week.
- 3) Outcomes or Effectiveness Measures, the extent to which objectives are achieved, needs are met or desired impacts are produced. Example: containment of the number of commercial burglaries or reduction in substandard housing units;
- 4) Client or Citizen Satisfaction Measures, the extent to which clients feel their needs are met, citizen ratings of programs. For example: the number of complaints received or percent positive rating on the adequacy of recreation services. With the demand and cost of public services rising in local government, city administrators must find ways to motivate,

monitor and control the performance of the services they provide to their citizens.

Performance measurement involves many methodological challenges such as finding appropriate indicators of performance, aggregating performance measures from lower organizational levels to measure total agency performance, and measuring outcomes that span agency and program (Kettl, 1995). Early evidence suggests that performance measurement is clearly one of the most difficult challenges faced by federal government agencies (Miller & Kress, 1996).

According to Cook (1996), additional implementation problems include difficulties with the development of strategic plans; resistance to shifting agencies to a focus on outcomes; and resources constraints including the lack of funding, short time frames, and inadequately prepared staff. In terms of performance measurement Kravchuk and Schack (1996) stated, "Clearly, using performance measurement information as a basis for driving improvement efforts in an integrated fashion is implicit in the GPRA" (p. 349). In their body of work, they caution that over reliance on measurement systems can constitute a handicap, rather than an aid to decision making because effective management requires a system of measurement that

provides a balanced, multifaceted view of performance, yet slices through the noise and complexity pulsing through the channels of measurement, to indicate when real change is occurring.

Kress (2002) mentions it would not be appropriate to use evaluations of reinvention and the NPR to measure the performance of managing for results without qualification, given the significant differences between them. Kress continues, "NPR addresses primarily micro issues of administrative management, while managing for results constitutes a more comprehensive strategic framework for action to elevate public organizations to significantly higher levels of performance" (p. 9). Therefore, Kress advises with caution that managing for results should not be seen as a magic bullet that will transform public agencies into high-performance organizations over night.

#### Theoretical Framework

Managing for results is designed to reshape the way that government agencies are operating in the United States. At the core of this movement is the belief that public managers must focus on results or outcomes rather than inputs and outputs. According to Donald P. Moynihan (2000),

The area of managing for results covers the process by which government decides, communicates, monitors, measures and implement objectives. Through a combination of strategic planning, performance measurement and a willingness to employ new management practices, managing for results seeks to foster the continuous improvement of the public eye. Relative to the other management areas studied MFR is a field still in its infancy. Not only does the intensity and quality of MFR vary between cities, the nature of the MFR process varies as well. The mantra of performance measurement is a common theme throughout virtually all-major cities in the United States.

(p. 1)

Miller and Kress (1996) define and examined key components of managing for results in the American context and its accomplishments to date. They conclude that the State of California's Government Strategic Planning and Performance Review Act of 1994 and the GPRA of 1993, both signaled California's commitment to managing for results, with a strong emphasis on performance-based budgeting.



According to the researchers managing for results has its roots in the reinventing government movement:

The reinventing government movement, a rather fledgling and experimental reform effort until the early 1900s, received a major boost with the formation of the National Performance Review by the Clinton administration in 1992 (Gore, 1993). The National Performance Review (NPR), especially due to its early successes in bringing about administrative reforms and cost savings in federal agencies, not only propelled the reinventing government movement to new heights at all levels of government in the United States, but it also reinforced the need to focus public management more on outcomes or results.

Managing for results is clearly one of the major tenets of the reinventing government movement; there is, however, also a fundamental conceptual as well as practical difference between the two movements. The reinventing movement is more an array of loosely coupled management tools and approaches. (Miller & Kress, 1996, p. 9)

The researchers further explain, "In the process, the NPR missed the most important lesson that other successful reforms teach: in the long run, management, matched to mission, matters most. Managing for results, on the other hand, not only constitutes a much more systemic and integrated approach to public management reform, but it also links management to mission" (p. 10).

There are five key phases and management tools to the process of managing for results:

Step 1: Defining desired performance—mission, goals and outcomes. The tool is strategic planning. Examining how a local government carries out its activities and services by defining a desired performance in terms of goals and outcomes. This includes assembling a team (a work group) who will assemble and decide what program or service to examine, develop a timeline, a logic model (a gantt chart or game plan) to be distributed, discussed, and applied by all key players and their subordinates.

Step 2: Developing and implementing strategies. The tools are reengineering, TQM, operational planning and entrepreneurial. Collecting data. Examining (outputs) what goods and services are produced and delivered by the service or program and developing a plan to

identify those outputs by implementing a strategy to measure the performance and effectiveness of their outcomes.

- Step 3: Measuring performance. The tools are outcome evaluations and performance measurement. Setting indicators to measure the program or services outcomes. Monitoring the data collected through the assistance of indicators or measures, which assess where the program or service is with respect to the stages of progress. Usually the indicators bring the first level of effects for inputs in immediate outcomes, advancing towards intermediate outcomes (the benefits and changes resulting from the outputs), moving to the overall ending outcome.
- Step 4: Reporting performance. The tool is management of information systems. This is analyzing and reviewing the finding, and sharing the information (results data) with key players, stakeholders and all involved in the process for recommendations and solid decision-making whether it be monthly, quarterly or yearly.
- Step 5: Decision-making. Using the results-based information for budgeting decisions, based on solid findings and implementing the necessary improvements

estimating the performance and future effects of the program or service. The tools are performance based budgeting, policy analysis, managerial decision making capacity building (Miller & Kress, 1996; United Way of America, 1996; Kress, 2002).

In 1998, David Osborne and Peter Plastrik wrote, *Banishing Bureaucracy: The Five Strategies For Reinventing Government*. According to Osborne and Plastrik there are five core strategies for reinventing government management and/or the management of public organizations. These strategies play well into the conceptual framework of strategically planning for managing for results. Each of these strategies has a lever and a way to approach it that can equip a city's improvement in public agency performance: The strategies are:

- 1) The "Core Strategy". Its lever is purpose. Its approaches are clarity of purpose, clarity of role and clarity of direction.
- 2) The "Consequences Strategy". Its lever is incentives. Its approaches are managed competition, enterprise management, and performance management.
- 3) The "Customer Strategy". Its lever is accountability. Its approaches are customer

choice, competitive choice, and customer quality assurance.

4) The "Control Strategy". Its lever is power. Its approaches are organizational, employee and community empowerment.

5) The "Culture Strategy". Its lever is culture. Its approaches are breaking habits, touching hearts and winning minds.

Using metaphors such as "clearing the deck" and "uncoupling steering and rowing," Osborne and Plastrik (1998) speak about rewriting the genetic code, the DNA of public systems and organizations. The authors mention, "a public agency must have the courage to reinvent, and the process starts with building trust. Building trust is very important because reinvention requires faith" (p. 336).

Case example: In William Chiat (1998) case study which addressed the City of Oxnard, California, challenges and unique approaches towards making a significant change in the way it operates, many questions are being answered by an innovative transformation occurring within the city. Chiat (1998) writes: The largest city in Ventura County, Oxnard, California, a full service city, located along the ocean 75 miles northwest of Los Angeles functioning under the council-manager form of government had faith. In 1993

a new majority took control of the City Council—all experienced business people. The Council crafted a mission and direction for the future and expected alignment of all activities to the mission. They were willing to support risk taking and some nontraditional approaches to how the city operated. Chiat states, "The City Manager was new to the role but not new to the city. A student of organizational change and development, he was willing to be the kind of leader an organization would need in order to transform itself successfully" (p. 487). He began to realize the severity of the challenges it faced with providing city services that needed to be better, faster and cheaper. Like most cities in southern California, the recession, military and defense reduction, state initiatives, legislation, and court cases all were contributing to the decline in stability and availability of resources to the city. Faced with seeing the political structure demand more efficiency in local government, a crisis began to emerge as demands for city services grew. The needs and expectations of city employees were also changing as the city moved to more technology-based resources, individual employees had greater and faster access to information and became frustrated with the

inability of the city's bureaucratic approach to keep pace with the speed of information.

Chiat (1998) stated, "The city manager, was willing to take risks, model the way, provide leadership and develop the vision of what the city could become. As an *indication*, one could often find him as an active participant and trainer in the city's skill development classes" (p. 487). This is what Osborne and Plastrik (1998) explain regarding reinventing government. The city manager of Oxnard stepped out on faith and started the process of managing for results, and an *indicator* to measure his performance is identified and stated above.

The largest city in Ventura County, Oxnard has a population of 150,000 people and has 900 city employees. It is rich in diversity with large Hispanic, Asian and Filipino communities. Chiat reports that the transformation of Oxnard's city government began with the City Council crafting a new mission, followed by the establishment of four foundations on which the transformation is based and several key concepts underlying how the organization operates. All city activities were expected to align themselves with achieving the following mission: Provide leadership opportunities for residents and businesses to realize an

enhanced quality of life by achieving educational, occupational, and financial viability. The four foundations were: 1) Individual Empowerment; 2) Team-based programs; 3) Cross-Functional Roles and 4) Network resources.

The City of Oxnard's leadership moved more towards understanding the "core strategy" by developing a clarity of purpose by "clearing the deck". When leaders clear the decks, they eliminate functions that no longer contribute to their core goals—by abandoning them, selling them, or moving them to a different level of government, according to Osborne and Plastrik (1998). They mention, "Given how seldom the political gods do smile on exercises to clear the decks, the trick is to institutionalize the process so it happens gradually and continually, not painful megadoses" (p. 93). A few tools the authors suggest for clearing the decks are: 1) Performance or Program reviews—these are periodic exercises, normally involving large numbers of people, to develop recommendations for abandoning, privatizing, devolving, restructuring, or otherwise reforming public programs; 2) Prior Options Reviews—developing an examination every five years whether an agency and its functions should be abandoned, privatized, reorganized, or restructured.



For the City of Oxnard, the results six years later were that the city learned a number of lessons as it progressed through the transformation of changing the way local government operates (Chiat, 1998). In other words, manage for results. Chiat states, "In the search for more effective accountability the Oxnard transformation used the council's mission and business plans as *indicators* to keep teams focused on accountability and performance measurable outcomes" (p. 504). Therefore, managing for results brought about efficiency measures that showed how much it costs to deliver a given unit of service. Today, the City of Oxnard celebrates success (Chiat, 1998). Chiat reported, "*Indicators* are surfacing which reflected behavioral changes in the city's culture. These provide examples that sustainable change is occurring" (p. 500). In other words what Chiat is saying, there are accountability benchmarks that report and validate Oxnard's success. This is truly wonderful and the results have been overwhelming. Chiat reports the results have been significant and the city has learned many lessons as it progressed through transformation. Many are described in literature by other organizations, and others were encountered along the way (Chiat, 1998). He concludes:

The City of Oxnard has demonstrated through its transformation that many aspects of contemporary business management can be adopted to government. Even without some of the incentives from the private sector, empowerment, team-based decision-making, ownership of processes and outcomes are all possible in public organizations. More importantly, the result of this effort has been measurable improvement in the quality and performance of the organization from the customer's perspective. From Oxnard one can see that government can operate under a very different paradigm and succeed in meeting the needs of the community with fewer direct resources. (Chiat, 1989, p. 505)

In many aspects managing for results is more than strategic planning, performance measurement, or performing budgeting. The several components in its framework structure must be linked so that they form a management infrastructure and are aligned so that the information produced can be used in pursuit of the public organization's mission and goals (Kress & Miller 1997). This was the case with the City of Oxnard. The absence of any one component or the failure to link and align

component lessens the capacity to manage for results (GPP, 1996). Managing for results is also referred to as "performance based management" and can be described as:

...efforts to develop a reasonable level of agreement on missions, goals, (including outcomes-related goals), and strategies for achieving the goals; to measure performance in terms of those goals (typically on an annual or more frequent basis): and to use performance information in program management, in improving program performance, in accountability to the public and other key stakeholders, and in supporting resource allocation and other policy decision making. (Wholey, 1999)

According to Kress and Miller (1997), as evidenced in the efforts of governments in the United States, managing for results is more than just a management theory or technique that results in minor structural and procedural adjustments to government operations. Relying upon their research findings as evaluation consultants to several local government agencies in California and personal interviews with public managers, they conclude and acknowledge the power of managing for results. Kress and Miller have observed and inquired of its effectiveness,

thereby answering the questions of whether managing for results emphasizes the potential for reaching higher levels of performance in public administration. Their research has led them to examine that strategic orientation means that public agencies practicing managing for results stay focused on a few critical issues, and that defining desired performance in terms of goals and outcomes, leads one to develop and implement specific strategies to reach those necessary outcomes (Kress, 2002).

Miller and Kress (1996), argue that agencies must measure performances through a process of benchmarking, then report that performance through an effective evaluation that focuses on outcomes instead of inputs (the resources used to carry out a program) and outputs (the amount of work accomplished). In their writings, Miller and Kress explain, "In our experience, many service providers fail to adequately distinguish between short-term and long term goals. In order for managing for results to be successful agencies must understand the importance of identifying reliable short-term indicators measuring small steps towards their ultimate goals" (p. 24). Policy makers have to recognize that change is

different for different populations and indicators must also be differently defined (Miller & Kress, 1996).

Whether the successful consequence of managing for results will materialize remain to be seen according to Miller and Kress (1996). Yet, managing for results has survived longer than most other public management reform efforts (Kress & Miller, 1997). In the past management theories were introduced and championed by particular administration, hastily implemented, and quickly forgotten with the change in political power. Such has not been the fate of the managing for results movement.

According to Miller and Kress (1996) if successful, managing for results has the potential to bring about fundamental changes in public policy making in the United States in several ways:

- 1) The increased reliance on strategic planning and the emphasis on outcomes may make policy development as well as policy implementation more transparent, resulting in enhanced public participation, openness, and legitimacy.
- 2) The focus on outcomes may lead to the setting of less far-reaching policy goals, and therefore, to lowering of expectations for service delivery.

- 3) Public managers' pursuit of values, associated with efficiency and effectiveness may clash with legislators' commitment to democratic values, leading to an intensification of conflict between the two branches of government.
- 4) Given the statutory basis of many managing for results reforms, legislative bodies may get more involved in the operational processes of public agencies.

As found in the Chiat's (1998) case study the City of Oxnard over a six-year period of time experienced all of the above. The results were significant and the city manager was honored as the Chamber of Commerce Businessperson of the Year. Chiat said, "It was the first time anyone in the public sector had earned that award which was given in recognition of the significant improvement in the way the city conducts its business" (p. 502).

#### Words and Phrases

Words and phrases associated with managing for results are:

1. Activities: An operation, program, service or work process external or internal to an organization.
2. A result-based strategic planning: results linked to high-level organizational or governmental objectives and they are carried out through an operational process.
3. Benchmarking: Goals set, against which actual results are later compared.
4. Commitment to Results: An organizational or governmental leadership, committed to support MFR, the implementation and reinforcement of the values, and its presence in management accountability.
5. Input: The resources used to deliver or carry out a product, program or service.
6. Input measures:
7. Logic Model: An illustration of results on how the activities of a program or service are moving towards the achievements of an outcome.
8. Measurements: A close examination of inputs and outputs data collected, determining outcomes, evaluated by indicators as to the effectiveness of that outcome.

9. Outputs: The direct products stemming from an program or service delivered to a target group.
10. Output Measures: Measures that focus on the quantity of a project or program. The how many in numbers affected aspect of services provided?
11. Outcomes: A consequence that is considered significant in relationship to an objective or commitment of a program or service.
12. Outcomes Measures: Measures that focus on the results, rather than the quantity of work, deliver by a project or program. The decline in numbers due to the services provided.
13. Performance Based Budgeting: An attempt to link funding levels to specific desired results, both administrative efforts and for programs.
14. Performance Measurements: The missions and goals that design and development with clear understanding the operations and policy objective of an agency. An indicator that provides information either qualitative or quantitative on the extent to which a program or service is achieving its outcome.



15. Planning: performance expectations and how they align with organizational or governmental outcomes.

### Summary

Managing for results is action in motion, constituting a strategic framework to transform public agencies into high-performance organizations. Managing for results in the 21<sup>st</sup> century guides professional managers to adopt new ways to manage and deliver outstanding service to their communities. Laurent (2001) explains in the agencies with clear missions and well-crafted measures, managing for results comes almost naturally. She further reports, "since the GPRA taking effect in 1993, only in March 2000 did governmental departments and agencies present their GPRA performance reports" (p. 2). This indicates that managing for results is a timely process and it takes courage, determination and faith to begin the process.

Even though there is no single right way for a public manager to effectively solve problems of managing their city. According to Thompson & Strickland (1990), without a strategy, there is no established course to follow, no coherent action plan for producing the intended results.

Therefore, an effective management tool is necessary. Researchers Kress and Miller (1997) have found that numerous state and local governments have embraced managing for results as a strategy for bringing about public management reform, and that managing for results has become the center of a powerful tool and a highly visible reform movement that is reshaping the way government agencies operates in the United States. In contrast, the authors also sketch visualization of what they feel must be done to improve government performance due to their findings. They explain that although managing for results has received strong support from both public managers and elected officials, the future of managing for results appears to be uncertain. The implementation of managing for results can be costly, therefore, significant financial resources is needed to strengthen the capacity of public agencies to effectively engage in managing for results. There are serious measurement problems that remain, and for managing for results to succeed, severe fragmentation among public agencies must be addressed (Kress & Miller, 1997).

Chiat (1998) explains that less fragmentation occurred over time in the City of Oxnard. By the second year, the traditional bureaucratic approach was eliminated

and operations moved to a team-based model. Traditional supervisory roles evolved into leadership, coaching, and contemporary management roles. Former department heads took on roles as team leaders. Teambuilding efforts were focused on the specific needs of individual teams. A strategic business model was created designed to meet the needs of public sector including the customer and product assessment, trend analysis, financial plans, targets, performance outcomes and action plans. Consequences were introduced to discourage behavior and practices reflective of the old organizations. Teams established codes of conduct for their members and a citywide vision and core principals were created. These behavioral minimums are reflected in performance reviews. By the third and fourth years of transformation there was an emphasized institutionalizing success, as well as continued employee and organizational development.

Yes, managing for results is an effective and efficient way to reshape local government and stop this uphill battle where people quit thinking in local government. Figuring that accountability in local government is never going to happened and that's the bottom line. According to Osborne and Plastrik (1997) leaders must struggle to get traction on very slippery

terrain, often with very few resources other than their own wits. Like pioneers, they must find pathways through wilderness, discover water holes, and pick out mountain passes. But they have one advantage those pioneers did not have: they have access to roadmaps. According to Kress and Miller (1996, 1997, 2002) managing for results is that roadmap.

## CHAPTER FOUR

### METHODOLOGY

This chapter describes the research methodology including the data collection process, instrumentation used and instrument validation. The rationale for selecting descriptive research is presented as the best method for explaining the individuality of particular data about each city manager, and how they professionally manage their cities.

This chapter is divided into the following sections:

- (1) purpose of the study; (2) type of research;
- (3) population; (4) instrument; (5) instrument validation;
- (6) short questionnaire; (7) long questionnaire; (8) the data collection procedure; (9) questionnaires;
- (10) limitations; and (11) delimitations. A summary concludes this chapter.

#### Purpose of the Study

The primary purpose of this study is to examine professional city management in San Bernardino County cities functioning under the council-manager form of government, and to determine whether they are using the fundamental principles of managing for results as set by the criteria in the GPP report. In addition, I seek to

bring about a general understanding of the city manager profession by discussing its origination and purposes.

#### Type of Research

This is a descriptive study. Gay (1996) states, "descriptive research involves collecting data in order to answer questions concerning status of the subject. It determines and reports the way things are" (p. 249). Examining whether city managers are managing for results provides information for further study into the effectiveness of managing for results as a powerful and visible tool that is reshaping the way cities operate in San Bernardino County. A selection of eight city managers was sought, as well as factors that have supported or deterred their efforts to effectively manage their city.

#### Population

Eight cities practicing the council-manager form of government in San Bernardino County were selected. They are: Colton, Fontana, Montclair, Rancho Cucamonga, Redlands, Rialto, Ontario and Upland, California. These council-manager cities of 200,000 or less in population fit the necessary guidelines that the GPP set for the 40 larger cities in its report. Gay (1996) suggests the identified subjects in a descriptive study must be persons

who have the desired information and are likely to be willing to give it. The eight city managers have the desired information explored and were willing to share information about the nature of their work and how they professionally manage their cities.

#### Instrumentation

Two instruments were used in this study. A short and a long questionnaire were sent to the identified city managers selected for this project. This author developed the first instrument, and the second instrument consisted of questions taken from the GPP report.

A personal interview was conducted with all eight city managers. The interviews were 30 to 40 minutes in duration.

#### Instrument Validation

The Public Administration graduate studies faculty advisor helped to validate the small and the large questionnaire of this author's body of research work. Suggestions for improvement were provided, giving consistent verbal guidance to assist this author in determining whether the questionnaires answered the research questions and elicited the intended data for the research objectives.

The faculty advisor analyzed the clarity of purpose and direction of study. The city managers also were encouraged to make changes, comments or suggestions for improvement of this study. Revision has been made based on their input.

#### Short Questionnaire

To accomplish the overall research objectives of this study it was necessary to ask the city managers to complete an introductory short questionnaire (see Appendix B). They were asked personal questions about themselves and to address how they felt about the city management profession in general. The replies to the short questionnaire were discussed during their personal interviews to explore their differences and preferences in management styles. At that time the managers discussed, candidly in better details about the questions they answered. The city managers were also asked at that time as to their willingness to participate in an in-depth questionnaire about managing for results and their preferred method of response—mail, fax machine, or e-mail. All eight city manager agreed to participate in this study and complete the longer questionnaire for the purpose of this study.



### Long Questionnaire

To accomplish the 3<sup>rd</sup> research objective of this study a longer questionnaire was administered (see Appendix C). The questions on this questionnaire were taken directly from the GPP report. Some data results for this questionnaire were gleamed through the personal interviews with Lee McDougal, John Davidson, and Gregory Deveraux who unfortunately were unable to complete the long questionnaire.

This study is descriptive in nature and its narrative is designed to answer a set of questions. The respondents were not asked to rate barriers and obstacles, concerns or challenges on a scale, or rate how critical certain factors are in sustaining effective professional management. The respondents were informed to answer each question as descriptive, yet precise, as possible, so that this author could have a clear understanding of the data reported.

### Data Collection Procedures

A letter of introduction was sent to the eight city managers selected in San Bernardino County, under the council-manager form with a population of 200,000 or less on March 20, 2003. Within one week all eight city managers

responded, and a personal interview date was scheduled. Prior to their personal interviews all eight city managers faxed back their first questionnaire responses. At the time of the interview each respondent received the long questionnaire. They were given two weeks to answer the second questionnaire. The questionnaires were due back on April 30<sup>th</sup>, 2003—however, that did not occur.

It took one complete year. During March 2003 through March 2004, respondents faxed or emailed the answers to their questionnaires. The first questionnaire (short one) was answered very quickly. However, the second questionnaire (long one), it took one year with a good deal of encouragement to get responses. The task was reported to be too tedious for the professional managers and most of them reportedly turned the long questionnaire over to their assistants or interns who were unfamiliar with the concept of managing for results. This presented a measure of frustration for this author. Therefore, dialogue with assistants and interns created further delay, but helped to complete the study regarding their bosses and city administration. Each city manager reviewed and approved the answers submitted on the their questionnaires, and that validation occurred during numerous telephone contact with the respondents.

The city managers were always immediately available to verbally communicate some understanding of their management process, but they delegated to a subordinate the written process.

#### Limitations

The professional city manager is a very busy person. Using a long questionnaire as a means to gather data was a limitation in this study. According to Hale (1989) the simplest way to describe what city managers do is to say that they talk. He argues seventy-seven percent of work-time is spent in conversation and 13% spent on desk work, which is primarily contact with people through reading what someone has written or writing to someone. Verbal interaction is clearly the managers' preferred mode of operation.

In the personal interview with each city manager, they were relaxed, comfortable and completely at ease in speaking candidly about themselves, their profession and the city councils they serve. Neither seemed eager to rush or to get the interview over. They took their time and verbally expressed with enthusiasms the descriptions of their responsibilities and the services they provide to their communities.

When the managers had to complete the long questionnaire, which each stated that they would complete, a different picture of them emerged. I found Hales' statement to be true. Verbal interaction was clearly all eight managers' preferred mode of operation. When the two-week deadline passed, and I had not received a single response the difficulty in coaching the professional managers to finish the questionnaire was discouraging. Due to discouragement the study lapsed and months passed by swiftly without completion. I continued to follow-up, send e-mails, leave messages to stimulate responses from the respondents and their subordinates.

Lee McDougal/City of Montclair, John Davidson/City of Redlands, and Gregory Devereaux/City of Ontario did not complete the second instrument. They are not included directly in reaching my research objective for managing for results, however, every precaution was taken to create and maintain the objectivity of their responses through clear, unambiguous directions delivered from their personal interviews. The trio did contribute somewhat verbally in their personal interviews about managing for results, therefore their opinions and input are included somewhat, but not overall as the other five city managers who completed the long questionnaire.

### Delimitations<sup>7</sup>

1. The study was limited to eight cities in San Bernardino County.
2. This study explored information from cities with 200,000 or less in population believing that they best represented a sample of San Bernardino County but there are other cities in the County with the same population located in San Bernardino County that were not considered.
3. The financial status and community economic characteristics of the eight cities were not a consideration in this study.
4. Mayors and Council members were not polled, or asked to respond to the questionnaire about managing for results or their city's professional city manager. Nor was a collaboration established with community leaders and special interest groups to investigate a city manager's performance.

### Summary

Chapter Four reviewed the methodology of this study. The rationale for using descriptive research was

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<sup>7</sup> The determination of a limit or boundary

presented. The instruments developed for the study were described along with the data collection procedures to ensure that data acquired were reliable and valid. Finally, the limitations and delimitation of this project were described.

## CHAPTER FIVE

### ANALYSIS OF THE DATA

#### Introduction

This chapter unfolds and analyzes the primary purpose of this study. It is divided into four sections:

- 1) Introduction.
- 2) The first section provides and records the information reported from the short questionnaire and personal interviews. This information provides data collected pertaining to research objectives #3 and #4.
- 3) The second section contains the information reported from the long questionnaire and the answers to research objective #5. It also includes an analysis proceeding each response
- 4) The third section reports the findings and analysis. Each chapter section closes with a short summary.

By way of review the research objective of this study are: 1) to describe the history of council-manager form of government; 2) to examine the framework of managing for results; 3) to determine what are the characteristics of eight professional city managers in San Bernardino County:

their values, challenges, strengths and weakness; 4) to understand what are their differences and management styles in dealing with changing times, growing cities, budget cuts and pressing problems in city administration; and 5) to determine whether they are practitioners of managing for results.

#### Limitation of this Study

This is a descriptive study to determine whether eight city managers practicing under the council-manager form of government are managing for results. I have written in detail about the teamwork reported by the GPP, to accomplish its mission of grading and evaluating 40 counties and 35 cities managing for results systems, for the purpose of having the reader of this study understand the limitation place on this report regarding the long questionnaire and its findings.

The purpose of this study was not to analyze in full detail every aspect of managing for results within all eight cities. That would take a committed working team to examine everything from annual reports, audits, performance reports, and strategic planning, for each city hosts a variety of departments such as: Fire, Police, Park & Recreation etc...etc. The information collected in the



data from the respondent are general statements about how they are managing their cities for effectiveness and efficiency in local government performance. In other words what has been provided is a snapshot view of what they are doing and accomplishing. Therefore, a critical evaluation is not warranted and would be unfair to provide without all-important data involved.

#### Short Questionnaire Responses

##### Colton, California

Daryl Parrish is the city manager of Colton. The City of Colton has a population of 50,800 and a total of 15,680 housing units. Its annual operating budget is \$21 million. The city has approximately 430 full and part time employees. Parrish is an ICMA member. He has a Bachelors degree in Economics from the University of California, Riverside, and a MBA from the University of Redlands. He is 48 years old, and has been married for twenty-two years. In 1991, he made a transition from the private to public sector. He worked at Security Pacific Bank for ten years leaving as a Vice President/ Manager. He stated, "I see my roles as a management philosopher in carrying out the policy of the city council. In a city this size a manager needs to be surrounded by a myriad of competent

technicians in finance, utilities, engineering, legal, and planning. Therefore, I am a participation manager."

Parrish mentioned that he loves to get things done. Moving forward with Colton's vision and mission, overcoming the significant problems and financial consequences of the day. He delights in solving problems and admitted not very much is different from running a corporate financial institution because there are office and organization politics there as well. It's just not reported in the media.

He asked, "What reporters do you find getting the day to day scoop in a banking institution and printing it in the newspapers? In city management, it's a fish bowl because 'the press' is interested in the day to day going on in city hall. There is no privacy here." Parrish confronts environmental problems and energy issues that are major problems and daily news in his city because the City of Colton has a power plant. Parrish comments, "I know my city council members. My council members will take 24 hours to call a special meeting. Make five angry on the council and that's all it takes...so I function in safe mode."

Parrish says what he doesn't like about his job is cutbacks and dealing with limited resource. He also

dislikes when the city council falls back into the trap of doing the job that he was hired to do. "It is frustrating when complaints come from citizen about little things," he said. "When the city is hitting the mark on larger things taken for granted."

Nonetheless, Parrish admits loving with his job. He is very satisfied and content at this time of his life. He expressed that it has been a pleasure working for Colton's city council. He said, "The thrill of it sometimes overwhelms me. The key to success or failure is a good relationship between city council and its manager, I believe." He continues, "If its great... then the potential for success is good. We have come a long way, overcoming tremendous mountain like obstacles and it is good here in the City of Colton."

#### Fontana, California

Kenneth R. Hunt is the city manager of Fontana. The City of Fontana has a population of 154,800. The City's general operating budget is over 150 million and there are 35,908 total housing units. There are approximately 475 full and part time city employees. Hunt is an ICMA member. He has been employed with the City of Fontana for 13 years and he has been employed as city manager for five years. Hunt grew up in West Covina, California, not far from the

City of Fontana. He has a Bachelors of Science degree in Accounting and a MBA degree. This professional city manager has held the positions of: Budget officer, Purchasing officer, Finance Director, Human Resource Director, Deputy City Treasurer and Intergovernmental Relations Officer. Hunt says that he did not set out to be a city manager.

The city council of Fontana experienced a great deal of difficulty in finding a professional manager, therefore the city manager's office in the City of Fontana was a revolving door for nine years. In the ninth year, the city council approached Ken Hunt. He stated, "Simply put, I accepted their offer. I decided to become a city manager because I believed I could make a difference in the community. I have enjoyed the challenges of proving myself every day, and I am always looking for ways to make this community successful."

Hunt states that his most rewarding successes have been those that people believe are not possible. An example that he mentions is, at the conclusion of a bond reconstructing workout for the Village of Heritage in Fontana there were parcels of land that was zoned both commercial and residential. The economics of the community were such that residential development was both quick and

easy for the landowner. Hunt suggested to the city council that they facilitate the development of the City's first business class hotel on one of those parcels. While the council liked the idea, it met with immediate resistance. The landowner refused to give the City an opportunity to pursue such a development and the development staff of the City said that such an undertaking was impossible. Hunt did not accept their response. The landowner agreed to give the City a one-year option on the property, at no cost, and staff conducted a marketing program to the hotel industry. The net result is that the City of Fontana had a groundbreaking for Fontana's first business class hotel and two new restaurants on March 13, 2001. This city manager states that he has no regrets and truly loves his work and profession. He said, "A good effective city manager will do everything possible to keep him/her in harm's way to protect his/her city council from any form of negativity on its city." What he does not like about his job responsibilities is managing a balance between his profession and personal life. His professional opportunities to make a positive difference within the community, at times obscures his own personal life goals. He said, "I have to guard against losing myself in this professional life to the exclusion of everything else."

Hunt, having published several articles about government finance and reconstructing, also believes that the nature of being a city manager is one in which that person must realize that he/she will receive far more of the blame for a bad situation than he/she deserves. Especially when city councils change every couple of years, an effective city manager may be positioned out of a job. He said, "I feel that there needs to be more protection for managers in transition and the compensations levels should include the ability to receive added compensation based on performance." He continues, "I don't know any other CEO type position that is so underpaid and under protected."

The Fontana City Clerk, Bea Watson said, "Ken Hunt is a finance genius that led the City of Fontana in a radical financial turn around." Hunt mentions the City has established significant reserves and has begun an aggressive reinvestment program back into the community.

#### Montclair, California

Lee McDougal is the city manager for the City of Montclair. The City of Montclair population is 33,049. The city's operating budget is 28 million. There are 306 full and part time city employees. McDougal is an ICMA member. He is African American, 53, and single. He earned two

Bachelor Degrees in Urban Studies and Black Studies. He was employed by the City of Montclair as a Housing Coordinator in 1976. In 1977, he organized and started Montclair's Redevelopment Program. Over time the responsibilities of an assistant manager combined with his and he became the Administrative Service Redevelopment Director. In 1991, he was promoted to city manager. It is a post he has held for 13 years. He is an outstanding athlete in golf and basketball and has been inducted into the University of Riverside Athletes Hall of Fame. He is seasoned, relaxed and very comfortable. He says, "The same issues, the same problems have been here every since I started. My job has not changed much. I must secure enough money for this community, for a different set of bosses every two to four years. At this point...in my career, I'm getting tired of dealing with everyone's problems. I find myself thinking of retirement more." McDougal admits to being a quiet behind the scene type manager. He has enjoyed the profession of city management, and the fact that he was given the opportunity to manage. But, he rather not be in the public eye, he says, "that's for the mayor and city council...not for me." McDougal doesn't do ribbon cuttings and will not speak for an elected officials.

He feels it's not his job to get any exposure—for what he does. He states, "It's the city council members that should get any and all exposure." An aspect that he doesn't like about city management is state regulation and federal mandates that create havoc in cities. McDougal is the vice president of Chaffey College Governing Board of Directors and is a board member of Pomona Valley Habitat for Humanity.

#### Ontario, California

Gregory Devereaux is the city manager of Ontario. The City of Ontario has a population of 167,900. The cities estimated general budget is 175 million and there are 45,182 total housing units. There are 1,000 full and part time city employees. Devereaux is an ICMA member. He grew up in West Virginia. Through a series of employment positions from Deputy Commissioner of Culture and History, Superintendent of Cultural Services, Director of Park and Recreations to Director of Community Development, Housing and Neighborhood, in 1992 to August 1997, he was the city manager for Fontana. In September 1997, he became the city manager for the City of Ontario. Since coming to Ontario he has embarked on an aggressive program to grow the city's economy and restructure the city's staff to better serve its residents and the business community.



Devereaux said, "I work hard with the council to set clear direction. I work with department heads to give them the support to follow council's directions. I am not a micro manager. I hire the best people and support them doing their job." He continues, "My department heads need to keep me informed about what's going on so that I can provide a clear path for what they need in keeping it consistent with what council wants for its citizens. I will not hesitate to remove people as quickly as possible that are not doing their job, because I am here to oversee the long term health of the community and I am compassionate about our citizens."

Devereaux loves being a city manager. He mentions briefly about spearheading the multi-million dollar Ontario Mills project and Ontario Convention Center. The Ontario Mills Mall is a California tourist attraction in San Bernardino County. He enjoys time with the city council and the kinds of things that he ends up working with them on. He said, "I wouldn't change one moment."

What he dislikes most with his position is the politics and pettiness created by citizens. He said, "There is a growing sense that the public thinks its okay to say anything, no matter how based in fact, or how

personal. These days the public speaks before checking their facts."

#### Rancho Cucamonga, California

Jack Lam is the city manager for Rancho Cucamonga. The City of Rancho Cucamonga has a population of 154,800. The city's operating budget is 61 million, which includes the city's general fund of 43 million. There are 42,134 total housing units. The city has approximately 900 full, part time and contracted employees. Lam is Asian, 54 years old and married. He completed an internship in Oakland, California Redevelopment office, and received a Bachelors degree. Following that he became a planner in El Cerritos, CA, and received a Master in Political Science. He then landed a job in Santa Barbara, as a Community Development Director. In 1978, when the City of Rancho Cucamonga was forming, he applied for the opening of Community Director and was hired. In 1987 he was promoted to assistant city manager. In 1989, when the then acting city manager was fired, he was appointed to the post.

Lam has held the position of city manager for 14 years. In his breathtakingly beautiful office, he candidly expressed his views. Lam is humorous and adds diversity to my understanding of city management. He is very descriptive making sure I understood the importance of

diversity in the work place. He also believes that paying attention to the politics in city management is important. Even though you must be completely neutral in politics, he feels a city manager must understand politics in order to provide support to its city's council.

He said, "You must know your city council. You must work with and provide complete support to each one of them, learning to maintain your creativity. It is a challenge to not be nonjudgmental of any council member." He continues, "A city manager must continue to work on skills that are proactive in a very challenging political environment. They must solve the city management day-to-day problems, accomplishing dreams, along with carrying out the policy decisions of the city council. And when a city manager accomplishes that it can be professionally rewarding."

Lam states it is personally rewarding to him when he hires an employee and sees that employee expand and develop. That is why, he said, "I hire the best. My style of management is I want my department heads to basically tell me what needs to be accomplished. I want them to tell me. I want them to use their talents. I did not become a city manager to do their job. So I hire someone smarter than me in his or her profession. They are supposed to

know more than me in their profession to complement the skills needed in the organization."

Lam doesn't enjoy dealing with personnel issues, yet it is an aspect of his job that he would not change. He states, "It comes with the territory of being a city manager."

#### Redlands, California

John Davidson is city manager for Redland. The City of Redlands has a population of 63,591. The city's general fund is 34 million. There are 618 full and part time employees. Davidson is 51 years old and married. He received a Bachelor of Science in Park Administration in 1978, and a Master of Arts in Public Administration in 1999 from California State University, Northridge. Davidson climbed the ladder to city manager through a series of positions in California city government. They were: Park Superintendent-Monrovia, Director of Parks and Maintenance-Walnut, Public Works Director, Sierra Madre, to City manager, Sierra Madre. He was hired by the City of Redlands in 2000 as a city manager and has held the post for four years.

Davidson states that he enjoys some of the pressures in making decisions and solving the problems. He likes to lead the team, being the point person. He said, "I serve

at the pleasure of five bosses. I have got to offer them the best that I am able to provide. Therefore, I must stay on the top of my game providing them with answers regarding whatever problem arrives."

Davidson says that he strongly dislikes being a micro manager. "I like a lot of information and direction from my employees. Taking in all sides of an argument, because we don't operate in a vacuum. To be apart of a team means to be apart of the process. I find that people are a lot more exciting and educated when the manager doesn't have a monopoly." Davidson is an ICMA member.

#### Rialto, California

Henry Garcia is the city administrator (city manager) for Rialto. The City of Rialto has a population of 98,100. The city's general budget is 91 million. There are 26,045 total housing units. The city's has 240 full and part time employees. He is an ICMA member, divorced and 47 years old. Garcia admits that he did not set out to be a city manager and has collectively over 20 years of management and line experience. He truly feels that it was an accident that he stumbled into city administration. He taught Chinese Politics at UCLA. In 1981, he began his career as an administrative aide in the City of Fontana. Six years later he applied for the assistant city manager

position in San Jacinto and was hired. He remained employed there for seven years and moved on to become the city manager for Azusa, California. He stayed there for three years and was hired by the City of Colton in 1998. The City of Rialto hired him in 2000.

Garcia states, "I am a risk taker." He continues, "Just tell me what needs to be fixed and I like to get to it right away and fix it. One thing that I am not is a networker. "Garcia likes the positive side of his job that encourages people to rise and do their best with limited resources. He considers it a weakness to his profession reporting to a council that changes every 2½ years. He said, "You can judge the clothing that they wear, the essence of who they are, but the bottom line is, you got to start all over again in knowing your new boss whenever they are newly elected."

Garcia stated that his biggest challenge is dealing with politicians who believe and think that they are city managers. He believes the business of managing a city is easy, the people however are difficult, and the most rewarding side of his profession is improving a city's image. He feels it's important to city management to change the status of at-will employees to civil service employees.

## Upland, California

Michael Milhiser is the city manager for Upland. The City of Upland has a population of 72,700. In June 2002, the city council adopted a balanced budget for fiscal year 2002-2003. The over all expenses totaled 58,346,830 with the General Fund being 27,862,370 of that amount. The city has 350 full and part time employees. Milhiser is an ICMA member. He is 56 years old and married. He received a Bachelors of Art in Political Science/Public Policy from Chapman College, and a Master of Arts Degree in Public Administration/Public Finance. He was hired as an administrative Intern for the city of Montclair in 1970 in which he worked on a Fire Department related special project for the city manager.

Rising through the ranks of city management in Montclair, in 1978 he became the city administrator. In 1992, he went to the City of Ontario. As the Ontario city manager for 2½ years he completed the negotiations with the Mills Corporation for a Disposition and Development Agreement for the construction of a 1.9 million square - foot retail outlet mall designed to annually generate 3 million in sales tax revenue and 1.1 million in property tax revenue.

In December 1994 he was fired. He said, "I licked my wounds, turned to consultant work, learned from the experience and moved on." In 1996 he became the city manager for the City of Upland. A post he has held for 8 years.

Milhiser management style is straight forward—to assemble a team of talented, committed professional and help them move the City of Upland towards its only reason for existence, which is to provide the best, most effective service to its residents, the business community and their visitors. Milhiser also serves the City of Upland as the executive director of the Upland Community Redevelopment Agency.

#### Summary

Each manager provided a snapshot of personal information about their lives and mind-sets as non-political administrators who manage a city's day-to-day administrative affairs, playing an influential role in determining public policy within their respective communities. All eight managers are ICMA members and stated that they respect and enjoy the leadership of the professional management organization.

It is interesting to note that neither of the managers made mention of their individual accomplishments



or their community service during our personal interview. During his interview, city manager Daryl Parrish stated, "Henry Garcia was hired by the City of Colton to clean up the organizational culture." He continues, "The city's elected officials were waist high in political scandal. Garcia made an historical immeasurable difference in directing Colton's focus and then he moved on to Rialto passing the city management baton to me. Garcia has always said my leadership is visionary." He mentioned the Arrowhead Medical County Hospital development project that Garcia has spearheaded to be amazing. Daryl Parrish is a visionary and a down to earth type of guy. Henry Garcia makes mention of that fact in his interview when referring to him. City manager Michael Milhiser celebrates the fact that he was Lee McDougal's mentor. He stated, "Lee McDougal is an exemplary leader in his profession and his accomplishments in professionally managing the City of Montclair are many."

#### Second Questionnaire Responses

The GPP (2002) report established criteria for assessing the existence and operation of a managing for results system in state and local government. The four criteria are:

- 1) Government engages in results-oriented, strategic planning. The following elements must be present.
  - a) Strategic objectives are identified and provide a clear purpose.
  - b) Government leadership effectively communicates strategic objectives to all employees.
  - c) Government plans are responsive to input from citizens and other stakeholders, including employees.
  - d) Agency plans are coordinated with central government plans.
- 2) Government develops indicators and evaluative data that can measure progress toward results and accomplishments.
- 3) Leaders and managers use results data for policymaking, management, and evaluation of progress.
- 4) Government clearly communicates the results of its activities to stakeholders.

Three different types of information were collected by the GPP in order to determine the degree to which a county and/or city met the criteria. First, counties

participating in the study made available an array of documents such as annual reports, budgets, strategic plans, performance reports, audits, and citizen surveys. Second, counties were requested to complete an extensive survey, which was developed by the managing for results research team. And, third, reporters representing *Governing* magazine conducted telephone interviews with county officials to develop a picture of the local situations in each county as it shaped the county's efforts to engage in managing for results.

The documents and the completed surveys were analyzed using coding schemes developed by a five person research team composed of faculty from Syracuse University and the University of Nebraska at Omaha, and graduate students from the Maxwell School of Public Affairs (GPP, 2002). Separate coding schemes were utilized for the analysis of documents and surveys. Each scheme allowed the research team to score in a systematic fashion the information provided in the documents and surveys. The scores gauged the extent to which a county's managing for result system met the four criteria. The managing for results team converted the assessment scores into letter grades and met with the reporters from *Governing* magazine to compare for research team's grades with those assigned by reporters.

Discrepancies were discussed and consensus on final grades achieved.

Daryl Parrish/City of Colton

The City of Colton has a vision and value statement, which was recently adopted. Parrish reported that he does use some performance measurements. "The City of Colton is healing from council corruption which spread and effected San Bernardino County," says Parrish. He has begun the process of relationship building, talking about the past and providing leadership to the future. The accountability management process is as follows: The goals set for each city department are specific and everything is listed regarding a department on a road map, titled the Colton City Budget Document. Annual evaluations are made of the budget document. Weekly staff meetings with department heads are held to address and follow-up city administration, City Council meetings and City Council member's agendas. This process is on going.

Parrish reported a performance-based system has been established, and has evolved in the city's Human Resources Department. This involves setting criteria for city employees' performance evaluations for salary increases. Parrish said, "It took a few years to iron out the issues or problems; nonetheless, the performance-based system has

become an expectation in the Human Resources Department's goals and values."

The City's annual budget has a specific set of goals and objective listed. The bottom line evaluated with each department is whether they meet, or don't meet their budget objectives. Sometimes indicators are established to determine performance measurements, but it is not the norm or a required procedure in Parrish's accountability methods.

Analysis. The City of Colton does not have a formal managing for results system in place. Parrish provided information about the city's vision and value statement, but specifically did not explain the coordination process between department planning and assured consistency with citywide direction and accountability. Since evaluation of the city budget document occurs annually, the planning approaches and products cannot be seen in the example and/or responses submitted to this author. In many cases, city departments have operating procedures that guide the development of their plans. No evidence of this procedure was provided. Without some type of effective and efficient performance measurement system department performances tend to be ill-defined and not properly integrated into city budget submissions. Parrish, though enthusiastic

about Colton's Human Resource Department's performance accountability measures in place, did not indicate or refer to "indicators" designed to establish and monitor the achievements in the HR department. Therefore the accuracy of Colton's HR department could not be confirmed. Parrish stated the agency department is good. But how do we know it is good? How was the performance measured? Performance measurements must begin with a clear understanding of the policy objectives of a program (Kravchuck & Schack, 1996). Parrish provided none for the Human Resources Department, but did discuss the City of Colton's vision and value statements without involving the HR department. This is a sign of department fragmentation. According to Harold Boone (1996), performance based measures provide a justification for the agency's existence, yet many agencies cannot defend their effectiveness in performance-based terms. This was the case with the City of Colton.

#### Ken Hunt/City of Fontana

Hunt stated, "There is no book or manual that you can pull from the shelf and hand to a new manager that describes the City of Fontana's accountability system." The vision of the City of Fontana is that of a safe, well-maintained family-oriented community supported by a

jobs rich economy capitalizing on the City's superior location and accessibility. Hunt stated, "I believe that our vision has significantly penetrated the organization and its employees. Within the community, I think there is some success in communicating this vision with certain segments, but not as a whole. I think the business community, recreational community, and those groups involved in City programs understand the direction of the City Council and our city's vision. If I had to put a percentage on it I would estimate about 50% of the community as a whole."

The accountability management system that the City uses is as follows. In January of each year, the City Manager does goal setting with the City Council in an open community meeting. During the process reviews with the City Council, the successes and failures of the previous year are discussed. Information about where the community is heading at that time moves towards a process to develop work priorities. These priorities are then communicated and assigned to department heads by the City Manager. Each department head develops a work plan designed to accomplish the city council priorities.

Department work plans are then reviewed with the city manager and adjusted as necessary. Once agreed, the annual

budget is built with the resources necessary to accomplish the work plans. In June of each year, on the evening the City Council considers the annual budget, the city manager submits to the City Council the work plans of the department heads, which becomes his contract with the City Council for the next year. Separate and apart from this process, the budget document contains performance measures for every division in the city. These performance measures track accomplishment for a five-year period and establish goals for the upcoming years.

Yes, the City does have a strategic plan in place. The strategic process is incorporated into the annual management process described above. When the City Councils set goals, they look at short-term actions necessary to achieve long terms goals. In addition to this, the City employees a three-year strategic planning horizon. They have used this process in developing a "Three-Year Financial Plan" and a "Three-Year Economic Development Strategy". The city manager is the individual primarily responsible for the three-year strategic plan. Hunt relies on input from various department heads and staff in putting the information together. City council members generally receive the final document and verify the



proposed approach is in conformity with their policy directions.

Every division develops performance measures. These performance measures are reported in the annual budget and are tracked. Some specific examples include: (1) 10% of the annual General Fund budget invested in infrastructure improvements each year. (2) Police officer's are to maintain a 33% free time ratio for pro-action patrol. (3) 80% of all graffiti in the City is to be removed with 24 hours of being reported and 100% of all graffiti is to be removed within 72 hours.

Each year the City reviews its performance based system and tries to make improvements. Staff responsible for addressing these issues are periodically sent to training classes. The city uses a collaborative approach between the City Council and staff to establish priorities. Citizen surveys are used to test the level of interest or confirm issues of importance within the community. Benchmarking is used as a quantifying tool to compare recommendations made to what surrounding communities are doing. Collection and use of baseline information is used to create a foundation for tracking performance measures. Specified performance targets are used to measure accomplishments.

Hunt stated, "Our success is dependent on getting timely and accurate information from staff. To the extent that staff does their job; the City Council is very effective in doing its job. Fontana is a community that is rich in heritage and one that believes in innovation. We are constantly faced with the challenge of doing more with less. It is my personal belief that we do it better than most anyone else."

He continues, "I set high expectations for both myself and those working for me. I communicate those expectations clearly by documenting timelines, deliverables and cost. Routinely reviewing the progress toward achieving those goals."

Analysis. The City of Fontana has no formal managing for results system in place. Through Hunt's viewpoint the City of Fontana is doing well. He is trying to create a culture of accountability through performance measuring. Here again the "indicators" used to examine or monitor the city's success were not mentioned although Hunt stated benchmarking is done. Therefore, how the city overcame the tough times of finding the right balance between outcomes and outputs related to the city's performance measurements is unclear. If Fontana's city manager and department heads are doing performance measuring to a good degree, a

streamlined, clear, integrated city plan that established outcomes goals, outputs targets, and resources requested in the context of past results should have been provided or information on the team based process of transformation should have been provided to this author.

That clear, consistent, and visible involvement by city managers and their department heads is a necessary part of successful performance measurement, often times personally articulating the mission, vision, and goals to various levels within the organization. They are also involved in the dissemination of both performance expectations and results throughout the agency (NPR, 1997).

Hunt feel there is some city vision that has penetrated into the organization and its employees, but he is not certain. He feels that the City of Fontana is the leading City in San Bernardino County practicing performance measuring. What has been reported in the case studies of Oxnard, CA and Phoenix, AZ, success in effectively using performance measurements; a city that is practicing performance measurement to create change in their accountability system knows clearly where they're heading through effective strategic planning and it starts with the city's vision and mission being understood

citywide. Most importantly, there is an identified framework with each department team connected to the citywide mission. Before deciding on specific measures within each department, an organization should identify and thoroughly understand the processes to be measured (NPR, 1997). If Hunt has no process in motion to measure the success of a fundamental basic-his city's vision, then his city's measurement efforts on items that can be traced through business unit performance as to their accuracy is how truthful? Organizations should continually assess whether their current measures are sufficient or excessive, are proving to be useful in managing the business, and are driving the organization to the right result according to a citywide mission. For each goal and objective, performance measures, baselines, and performance target needs to be established both organization wide and for each contributing program.

Jack Lam/City of Rancho Cucamonga

Rancho Cucamonga has a set of overall value statements that guide the City in all its activities. Their General Plan sets the vision of the City and their decision making process reflects the value statement and goals of the General Plan. Budgetary decisions are also aligned to these goals. Issues are examined as they arise.

"Our systems starts first with a coherent set of goals and performance expectations that are agreed upon by policy makers and executive management. These goals are then communicated throughout the organization by the city manager directly through quarterly meetings with general employees and periodic updates in his weekly bulletin to employees."

Department heads also communicate the goals to their employees at their departmental staff meetings. Goals are also reinforced at quarterly mid-management meetings with middle managers from across the organization. The community is informed of goals through the Mayor's State of the City address to the community.

The address reviews accomplishment of the past year and lays out the main goals for the annual report that is published each year and sent to every household.

Annually, the City Council engages in team building and goal setting tasks to continuously examine goals and values. As a result there has been a process or policies to evolve, yet there has been a tremendous degree of maintaining the vision of our Plan. This process occurs in January of each year and results of this process are linked back to the budgetary process that takes place in the spring of each year. The process is open to the public

with a program that includes the City Council, City Manager, and all department heads.

The city has been very successful in meeting performance goals with more than 90% of annual goals being attained. While most goals are attained or are in progress the City continually strives to improve performance particularly in the area of customer service. To help achieve this improvement in customer service performance a regular program of training is conducted with employees. Citizen feedback is also encouraged with customer comment cards and online surveys.

Outputs and outcomes are measured in a variety of ways in the organization depending upon the program or department. No indicators were explained. Overall, outcomes are measured annually by the City manager's office to determine if annual goals established by the City Council are being met. Periodically throughout the year the City manager office reviews City goals with each department and determines their progress toward the goals and identifies any issues that will hinder achievement of the goals. The General Plan process is the primary method used to identify long term needs. The process utilized citizen surveys, comparative analysis of other cities programs as well as specifying performance targets. The

citizen surveys were used specifically with the Library and Community Services Department.

The city manager's office reviews progress towards annual goals, the information is reviewed for accuracy and reliability. There are no formal performance audits conducted by City Council or a city auditor. The city manager's office reviews all progress made by department heads toward establishing City goals. From time to time outside consultants or auditors will be brought in to examine specific departments or functions when issues are identified and are in need of improvement. Examples of this would be streamlining development processing or the coordination of plan check activities between the Building and Safety Department and the Fire Department.

Nevertheless, the city manager's office is conducting, directing or facilitating these performance reviews. Results are communicated to department by involving them in the review process. The City Council is informed of the progress towards goals by periodic reports from the city manager. These periodic reports form the basis of the subsequent years goal setting sessions.

Analysis. For the City of Rancho Cucamonga there is no formal managing for results process in place. However, the city's administration is moving closer to managing for

results and has some fundamental basics of performance measurement in place. Program effectiveness is documented and shared with all stakeholders. Lam reports there is citizen involvement regarding city performance through citizen surveys.

For example, Lam mentioned that the city has met 90% of its performance goals. The question is how did he come to that conclusion? Did the department heads set specific targets to increase performance goals? If they did, then what indicators were in place to validate the performance goals? How is success being measured accurately? Are the performance measurements focused on outcomes and tied to the city's overall mission? These questions were not answered by the research data collected from the city manager. Everything sounds great with the City of Rancho Cucamonga accountability system. But, when it comes to evaluating their performance measurement system, a different picture emerges. The lack of a clear and cohesive performance measurement framework was apparent. Again, sadly no indicators or benchmarks were mentioned or discussed to measure the City of Rancho Cucamonga's performance. In other words, Lam did not show clear verifiable proof that the accountability form and level in place is effective and efficient. He needed to present a



specific, comparative gauge, plus an understanding of the relevant context.

According to Behn (2003) in a study, "Toward Useful Performance Measures," a National Academy of Public Administration advisory panel (1994) asserts, "performance indicators can be a powerful tool in communicating program value and accomplishments to a variety of constituencies."<sup>7</sup> Rancho Cucamonga appears to be a high performing local municipality. Effective performance measuring provides a mechanism for reporting on program performance, setting goals and standards, detecting and correcting problems, improving process and most importantly documenting the city's accomplishment. Employees should be involved in performance measurement as members of the agency team although the specific degree of involvement may vary from department to department.

#### Henry Garcia/City of Rialto

Garcia said, "As for managing for results I create a vision, mission, work plan, self reflection plan, and a result plan placing emphasis on a creative learning

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<sup>7</sup> For the general public, National Academy Public Administration (NAPA's advisory panel suggests performance measures need to be suitably summarized. Meaning managers don't need to identify the best practices, they only need to identify a better practice. That process can be accomplished by identifying indicators designed to effectively measure performance.

environment, not structured for learning and training basics. The City does measure performance by goals as they relate to specific tasks. All tasks are outlined in our fiscal budget and evaluated monthly by staff, and twice a year with the City Council. Performance indicators are not used."

Garcia stated, "In terms of measuring outcomes of goals and objective, a qualitative approach is in place. Managing for results faces no unusual challenges, however the definition of results from a qualitative standpoint continues to be a challenge. The State budget and lack of appropriate revenues continue to be our budget obstacle."

City goals are discussed at staff meetings, city budget workshops, mid-year reviews audits, and website. There are usually ongoing citywide meetings with employees. In the area of determining what issues and problems need to be addressed in the future, the City Council and staff hold workshops on a variety of issues ranging from economic planning to development standards. Information provided was:

- a. The City has conducted several citizen surveys as a means to gauge public needs.
- b. Bench marking is only conducted when necessary.

- c. Data collection is done by Departments on a project-by-project basis.
- d. Performance targets are gauged only with existing goals and objectives.

The accuracy of data is checked through the Finance department and the City manager's office. At times, a variety of consultants may be used depending on the complexity of the issue. The City's performance is communicated in the following manner:

- a. City Council meetings
- b. Corkboard information
- c. Community Calendar
- d. Community Journal
- e. Townhall meetings

Analysis. The City does not have a formal managing for results or strategic planning process in place—although Garcia feels he is somewhat managing for results. Garcia didn't explain or reveal why and how the agency is performing well. According to Garcia the City of Rialto is performing well—and that information is communicated to citizens and all stakeholders involved through a variety of ways.

What is contributing to the agency's excellence and what might be done to improve the components that are

performing fairly or poorly was also not discussed. There is no documented evidence to support Garcia's claims other than what he explained in his personal interview and questionnaire responses. What concerned this author most was the lack of evidence, which displayed a citywide team working together to reach a common purpose. Yet, Garcia arguably stated in personal discussion a citywide team is present.

Printed on the back of city employee's business cards is the City of Rialto's vision statement: To strive to achieve total customer satisfaction. To be fiscally prosperous and accountable. To be environmentally responsible. To pursue innovative technology to meet the changing needs of our community. I discovered the information while looking at an employee's business card. Garcia did not mention the city's vision statement and the clever way in which the vision statement is displayed. If performance measurement is to be tied to agency vision and mission than I wondered how effective has the Rialto's city administration been at accomplishing its city's vision that all employees have printed on the back of their business card. Is the statement just there as a PR move?

To give the appearance of performance measuring, public managers frequently confront the black box enigma of social research.<sup>8</sup> This I fear is the case with city manager Henry Garcia. When attempting to select a measure to promote a public agency's achievement, it is not by any measurement obvious, which performance measure captured the city employee's attention or concerns to accomplish decision-making. Garcia admits he enjoys challenge. Known as a "trouble shooter" Garcia can reach into his bag of "tried and proven" tricks and creates unexplained magic. Thereby calming a city council and its citizens with vision, mission and performances measured on a dime. According to Osborne and Plastrik (1997) this leads to trouble. This type model has served us well in its day. As long as the tasks were relatively simple and straightforward and the environment is stable it works. The authors warn, "But for the last 20 years this model has been coming apart. In a world of rapid change,

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<sup>8</sup> As defined by lecturer Robert D. Behn at Harvard University's John F. Kennedy School of Government and the faculty chair of its executive program Driving Government Performance. The black box is the agency (or more accurately the people who work in the agency), the collaborative (that is, the people who staff both agency and its various partners) or society (the collection of citizens). Management and leadership are inputs that seek to improve the performance of the black box by convincing the environment to provide better inputs and by attempting to influence diligence, intelligence, and creativity with which those inside the black box convert the other inputs into outputs and outcomes.

technological revolution, global economic competition, demassified markets, an educated workforce, demanding customers, and serve fiscal constraints, centralized, top-down monopolies are simply too slow, too unresponsive, and too incapable of change or innovation" (p. 17).

Last year, a few members on the city council desired to look into, perhaps the City of Rialto's policing to be contracted out to the San Bernardino County Sheriff. This was a solution offered to conquer budget problems, customer complaints and everything else associated with the notoriously troubled police department. This solution incited community outrage. Citizens were opposed to this idea and the Mayor agreed with the citizens, and the notion of contracting to the San Bernardino County Sheriff became null and void issue.<sup>9</sup> The City Council folded to their constituencies and a popular mayor's concerns. The idea disappeared as quickly as it had arrived.

In the City of Oxnard Chiat reported, fitting into the citywide mission of producing team-based results a successful indicator from its police department was:

The police programs have created a strategic planning team to identify their priorities,

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<sup>9</sup> Information provided from Rialto City Mayor Grace Vargas in a private telephone call dated October, 2004.

objectives, and action plans for the next five years. Police actively sought the involvement of employees outside their program to help set direction. Half of the team is composed of police programs, half from other programs. Previously police rarely sought input involvement from other city employees. (Chiat, 1998, p. 500)

Perhaps, Garcia might take a leap of faith and become a documented practitioner of manage for results beginning with the Rialto Police Department. After all it's stated in Rialto's vision statement—to strive to achieve total customer satisfaction. With a strategic plan in place, why not begin the process of effectively managing for results and building better government—becoming proactive instead of reactive when trouble and conflict arrives, establishing performance measures in which to measure accountability within the Rialto Police Department?

Michael Milhiser/City of Upland

The City of Upland's tenets and values are:

- 1) Keeping safety and security as their highest priority;
- 2) Promote high-quality visual and aesthetic characteristics;
- 3) Commit to maintaining an open and honest environment that inspires trust;
- 4) Interact with

our citizens and each other with a spirit of sensitivity, cooperation and mutual respect; 5) Value and encourage community input in our decision-making process; 6) Maintain a strong commitment to fiscal responsibility while being open to innovative ideas.

Milhiser stated, "Our city's success is strengthened by the contribution of our citizens and employees. The penetration of these values into the organization varies depending on which value. However, overall I think that these values play an important role in our daily activities and the work that we do. We do not have a formal managing for results system in place. As far as management processes, we do utilize some instruments for the City Council to track and evaluate our performance. For example, the City Council's goals and objective are listed on "Focus 2003" where regular updates to the various goals are reported to the Council and staff. This informal manner of performance tracking seems to work for us."

"We don't measure outputs and outcomes. That strategy works well in the private sector... not so well in the public sector," continues Milhiser. Issues and problems are brought to the city's attention through a number of ways. First, issues and problems may be brought up



internally through the departments and city staff. The staff are pro-fessionals, specializing in their chosen fields and can utilize their expertise in identifying certain issues. Secondly, the City Council members bring issues. The Council receives information from members of the public and other interested parties.

The city manager is usually evaluated annually regarding the goals of the city, and each department's progress on its performance goals is also evaluated at that time. At that time new city goals are set for the city manager to implement and oversee. The performance evaluation is done in closed session where the City Council sits down with the city manager and discusses city goals candidly.

The goals established by the City Council and city manager are communicated through the department heads to the rest of the staff. The primary vehicle for communicating the city's goals is through the "Focus 2003" that was discussed earlier. The results of these goals are reported to the public through the city's annual report. The annual report is mailed to every household in Upland once a year.

Analysis. The City of Upland has no formal managing for results system in place. Again, no performance

measurements, or indicators designed to measure Upland's success. Milhiser straightforwardly admits, "We don't measure outputs or outcomes." Milhiser is somewhat old school and proud of it. He believes in higher education and employs interns to assist in city management, and welcomes wholeheartedly innovative and constructive ideas. "Just don't expect them from him—he's set in his ways, been around the block a few times and has seen it all in the city management profession." Criticism of politics in general is his main focus, and the discussion of how to efficiently lead local government toward accountability structures is a code word for punishment to him. He desires for elected officials to "just get it right" when providing government serves to the people and for the people. In other word it up to the politicians to set policy and its up to him to implement the policy that presented.

Milhiser is likely to retire soon, consult and educate new public administrators with the fundamental principles of the profession. Thus leaving the concepts of reinventing government and managing for results to the young. In my personal interview with Milhiser, he invited an intern into our discussion. When asked about reinventing government or managing for results, he looked

over at the intern and said, "I'll let the young one answer that. That's one for the young folks to figure out."

According to Nalbandian (1989) the field of city management, long a standard for professionalism in public administration, finds itself at a crossroad. Once idealized as politically neutral administrators, city managers have become policy advocates, negotiators of diverse community interests, and brokers of stature in contemporary communities. He states, "But an uneasiness exists as managers shed the mantle of neutrality in the policymaking process. For in so doing, they have gradually disassociated themselves from a supportive 75 year old philosophical and intellectual heritage" (p. 182).

Perhaps this is an underlining feeling of Milhiser because he feels business practices don't work in government settings and if politicians would get things right life would be better in local government. The council-manager plan came into being to eliminate the damage that "unreformed" politicians were doing (Anderson, 1989). It has grown successfully because it has repaired that damage and met the challenge for technical and managerial competence and leadership required by our society. This seems to be Milhiser's argument and as for

any new reforms designed to reshape or reinvent government—talk to him about them when they have been tried and proven.

### Summary

The eight city managers either verbally or in written form reported they do not have a formal managing for results system in their cities. The eight admitted to somewhat understanding and/or reading about the concept of managing for results. They collectively expressed to some degree that this new tool in reshaping government can work, but feel that its costly and will take a long time to implement. Interestingly, all eight agreed that managing for results sounds great, but is not all "it's cracked" up to be. In their opinion there is no valid way written in stone to effectively manage a city with the every day challenges that each manager faces. City manager Daryl Parrish asked, "Does managing for results have a process to deal with egos? I find that in this profession, a city manager has to set their ego aside...completely. A city manager must not compete with other egos, creating a competitive environment." He continues, "I believe a valuable tool in managing a city is educating and showing people what business at hand really is. I like to share and show the opportunities at hand, the nuts and bolts of

what a city employee does. I get excited at the possibilities whenever I do that."

City manager for Rialto, Henry Garcia says, "I would really like to see the title 'City Manager' eliminated. I prefer CEO or CAO titles. I prefer the policy makers meet twice per year as Board members and allow the City to run as an absolute business. I also envision a free-agency pool of city managers who can call upon each other for help."

Ontario's city manager, Gregory Devereaux (one of the three city managers that did not complete the long questionnaire) in his personal interview stated, "the City of Ontario does do performance measuring in his city." However, the indicators used to measure the outcomes were not mentioned or discussed in detail. In the remaining 7 cities no discussion or written response indicated the 3<sup>rd</sup> and critical step in managing for results—the setting of performance indicators by which to measure the success or failure in reaching a desired goals or improved area of performance was accomplished.

As for approaches and tools available to professional managers that will aid successfully meeting a more generalized need for improved city administration, all eight city managers agreed verbally that the ICMA has been

and continues to be a valuable resource to them personally and their profession. The eight stated that they also belong to the Inland Empire City Manager Association; however, they never can find the time to attend the monthly meetings, but are kept abreast regarding leadership trends through newsletters and e-mails from other committed members.

The eight firmly agreed without hesitation that a support system and camaraderie among city managers does exist, and when difficult times hit like they often do, they will call another city manager and learn how they handled a particular situation when that issue was a problem in their city. The eight expressed no knowledge of any city in San Bernardino practicing managing for results as a process.

All eight agreed and expressed verbally the importance of having good department heads and city employees. City manager Jack Lam stated, " If I hire a department head, and I've got to tell him/her how to run the day to day functions of their departments...then I'm likely to fire them right way. I believe a department head should know more than I know about their area of expertise and keep me informed of how they are meeting our city's mission and goals, policy and procedures determined and

delegated by our City council", He continued, "I'm not hired to do their job. I'm hired to do my job which is to kept the City council and citizens of Rancho Cucamonga happy with the resources that I am provided."

#### Key Findings

1. The city manager's relationship with ICMA is important. The eight city managers recognized, as stated by early historian Stillman (1974), that their chief job is not to sponsor any particular brand or party of government but to introduce professional expertise at the local level in order to aid elected officials in setting policy and solving problems. Therefore they are politically neutral and practice bi-partisan government. The code of ethics established by the ICMA has been a solid backbone in the foundation of the city manager's profession, and the annual ICMA conference is rarely missed.
2. Price (1941), observed some time ago, managers are full-time professionals in the urban policy process who are more concerned with "doing the right things" than doing things right." In my personal interview with each city manager they reflected a committed firmness in their dialogue about "doing the right

things" for their cities. It is very important to each of them. On the other hand, "doing things right" was subject to the differences in their management styles. All eight seemed to feel "whatever works and brings about the best results in working with my council and citizens is doing what right for me."

3. According to Gawthrop (2001), putting managing for results to work is no easy task, particularly since public managers are called upon to combine "the craft of performance management with the art of democratic governance." The managers stated in personal dialogue that managing for results is a lot of work, and that it's time consuming and costly. Other challenges they mentioned were the bureaucratic barriers in dealing with city department fragmentations, duplication and an overlapping in city programs. These areas have made it difficult to gather all data needed and required to produce performance indicators, and the teamwork required to monitor the success of the process. It's a timely process it was mention. Some managers stated that they would be willing to attempt the managing for results process if a department head wanted to take on the process to better the services provided in their department.



Interestingly, this is what happened with the City of Phoenix which received the grade of A in managing for results in the 2000 GPP. Although in 1990, the city manager adopted quality as the direction for improvement efforts in the organization, greater employee involvement was encouraged, a focus on results was called for, and the primary importance of customer satisfaction was recognized--no programs, new positions, or consultants were added. The city embarked on changing roles, relationships, principles and values--the organization changed. It was the City Auditor Department that began taking the first steps to work with the City departments to develop results indicators using research done by the Government Accounting Standards Board entitled "Service Efforts and Accomplishments (SEA)". The objective of this approach was to measure "results of operations" for government entities. Indicators were developed to reflect inputs, outputs, efficiency, and outcomes. The City Auditor's staff met with operating department managers to review existing indicators. Other cities were contacted to see what types of indicators were used to evaluate service performance. Academic research was conducted

to gain additional information and potential indicators. And finally, the summary of indicators then was presented to department management for review. The department undergoing the review selected the indicators they felt were most relevant (GPP 2000, MFR-2 & 3).<sup>10</sup>

The Auditor's department soon discovered that it needed to be clear about the purpose of indicators and strategy because department managers started asking questions like, "Why are we doing this?" The department discovered that they needed to involve the citizens, find simple labels for items, and roll out the process through a refined process to be used in all 25 City departments over a period of time in Phoenix. Departments used this new information internally, and also used results information to evaluate management and frontline employees.

It was reported:

...that as confidence, support, and buy-in took hold, we began changing our citywide systems.

Our City Manager's Executive Report was

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<sup>10</sup>This document contains the information reported by the City of Phoenix regarding managing for results given to The Government Performance Project (GPP) in 2000.

transformed from less than 20 percent focus on results to over 60 percent focus on results (GPP, MFR-p. 3)

All eight city managers admitted to being aware of the City of Phoenix's excellence in managing for results.

4. City managers are busy, busy individuals. Taking their valuable time to do other projects of interest not associated with their immediate city's day-to-day activities is simply put an act of kindness and consideration.
5. Times have changed slowly regarding those who become city managers. It's still a male dominated career field with less than 1% of women city managers to date (Stillman, 1974). Since Stillman's statement was written in 1974, I found no other current literature declaring a difference, or even mentioning a rise in women city managers. Perhaps this is a topic for future study.

It appears from what I gathered in my personal interviews that the eight city managers are career professional managers and they view city management as a lifetime occupation. They have studied public administration, and suggest that students aspiring to

become city managers hold a Master degree in the field and do participate in an internship program within city administration.

All agreed that the problems that they are facing today are largely non-technical and hence call for a broader area of knowledge. Lee McDougal stated, "Many of the problems facing city management are too complex to be solved by the individual city manager or government as a whole. Racism, crime and the change of ideas on society are fundamental moral issues that continue to raise its ugly head. Sometimes the city manager is a prisoner to these moral issues, and he must accept its reformist emphasis on the separation of politics from administration and its middle-class, suburban, and nonpartisan biases."

6. Even though the eight cities reported having no formal managing for results systems in place, the eight cities do have a city vision and mission/value statement. According to Moynihan (2000) if a coherent city vision is formed at the highest level of government, there is no guarantee that this vision will be shared throughout government, risking the ability to implement. I discovered this statement to

be true with the cities in this study due to the fact that neither of the managers mention that they were complying with the GPR Act of 1993 to update its cities strategic plans.

A fundamental component of each city's strategic plan must be a vision and value statement. Kress (1997) stated that the GPR Act of 1993, posed a method for measuring outcomes that would provide a true picture of the performance of government and enhance public accountability. Therefore, in my opinion if a city has not fully complied with the GPR Act of 1993, then how could they effectively explain the performance of accountability that they are indeed proud of for their cities? It raised many questions as to the accuracy of the cities true public service delivery performances.

City managers Daryl Parrish, the City of Colton and Gregory Devereaux, the City of Ontario stated in their personal interviews that their city's visions and values provides some proof of their cities doing some performance measuring, however, indicators regarding how their cities performances are measured were not provided or discussed.

Daryl Parrish provided an outline of Colton's strategic plans determined from a two-day brainstorming session, which included the assistant city manager and department heads. He stated, "This session was designed to bring about a better image and management focus, and a value statement for Colton, due to previously being riddled with political corruption." The team determined a set of six bullet points that they listed on a bulleye. They are: Trust, Honesty, Earned Respect, Financial Discipline, Courage and Accuracy & Timeliness. From that was determined a set of values that are: "Putting the City First" is the spirit that permeates all deliberations and governs all decisions. 2) Knowing this gives us the courage to stand up for City issues and manage with financial discipline. 3) Courage and discipline earn respect. 4) Sustaining respect requires that we act honestly and deliver with accuracy and timeliness. 5) Trusted Government will be our legacy.

This is the beginning of focusing on results, but according to the managing for results theoretical framework, a set of performance indicators must be developed to reflect inputs, outputs, efficiency, and

outcomes. A procedure designed to measure your accomplishment. This was not provided in detail, but a small report titled, "*Vision and Values: A Reality Check*" designed by Strategic Business Ethics, Inc (SBE) for the City of Colton was given to me to read.

Gregory Devereaux provided a copy of the City of Ontario's 2003-2004 Performance Measures listed in the City's Fiscal Year Annual Report. When I reviewed the document, I wondered what the GPP would have thought of this midsize city's ability to manage for results. Listed under the heading of each city department were the city department and the performance measures desired that year for that department. Each department area listed had 5 to 15 performance measures.

The performance measures listed were impressive. But, here again no indications of what indicators were used or implemented to reach and/or accomplish their goals. The Ontario Annual Budget report is accumulative and there are four columns titled: Page Goals, Actual FY 2001, Actual FY 2002-2003, and Target FY 2003-2004. Numbers are listed in the columns. For example: For the 2003-2004 year in the

Ontario's Economic Development Department listed as major accomplishments to name just a few are:

a) Business Retention

- Maintained a strong community outreach program, incorporating Ontario on the Move video magazine and speaking engagements to inform citizens and the business community about ongoing development in the community.
- Conducted a survey of Ontario business with California State University San Bernardino to explore what types of support services/workshops would be beneficial to their growth and development as well as determine their training and educational needs.

b) Attraction

- Updated the City of Ontario's overall economic development strategy.
- Created a CD Rom marketing Ontario as a business location, and created a video to promote Ontario as the location of choice in Southern California with remarks Steve Forbes, Congressman Don Young and Tom Wedemeyer of UPS.



C) Destination Marketing

- Increased targeted, direct mail campaigns to travel agents, tour operators and group leaders to promote international and domestic air passenger travel through Ontario International Airport, to motivate residents within California and nationally to travel to the City of Ontario, and increase the travel spending within the City of Ontario.<sup>11</sup> What were the benchmarks that guided their success? Again, no performance indicators were made present as to publicly show how they measured their performances.

In considering the points, made by city managers Parrish and Devereaux, it's useful to refer back to my readings on the City of Phoenix. It was reported by the city manager that, "Our Vision and Values are in front of employees many times during the day—on business cards, pens, posters, video, speeches, and recognition. In addition, questions relating to the Vision and Values have been included in our employee

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<sup>11</sup> This information was taken from the City of Ontario 2003-2004 Annual Report pgs. 227-229 & pg. 232

satisfaction survey to provide feedback on the impact and effectiveness of this important direction setting initiative (MFR-pg 6.)" Nothing like this was stated in written form or expressed verbally to this author by Parrish or Devereaux regarding each city's vision and values or performances measured. Nothing was mentioned to me regarding the indicators they will use to reach the goals listed under each measured performance.

For example: Under Business Retention. What is the City of Ontario doing to make sure they maintain a strong community outreach program? What are the indicators in place to measure that this performance goal is on track and indeed being implemented? The city manager of Phoenix explained those indicators in place to assist the implementation of employees realizing the city's vision and values, and included an employee satisfaction survey to provide feedback on the impact and effectiveness of their process. This is a good indicator in place to provide information about the performance to be measured.

7. City managers deal ultimately with people and solutions to human dilemmas, searching out accommodations to conflicts between groups and

individuals with considerable amounts of misinformation, half information or no information at all.

City manager Daryl Parrish expressed his opinion about this, including the fact that he and the former city manager of Colton, Henry Garcia before becoming to Rialto, faced dishonest political officials, which caused a huge lack of trust in government among Colton's citizens and employees. " It all adds up over time," he said. " To making for... very stressful employment, heavily charged from both sides of the internal and external environment of being a professional city manager."

8. The eight cities in San Bernardino County practicing under the council-manager form do not have a formal managing for results system in place at this date, and expressed no desire to implement the process in the future. Will they practice performance measuring? Yes, with limitations. Will they tackle at some point a Strategic City Plan? Yes, but not likely anytime soon due to limited manpower and resources.
9. The managers professed and deeply believed that to be effective in their roles, they must have excellent negotiation abilities and excellent management

techniques in dealing with elected officials, and city employees. Each believed they must continually work on their own personal needs, which on many occasions gets lost in the shuffle of performing their job duties.

### Summary

The findings in this report can be summarized under two broad themes. For the most part, these themes emerged early in this project and were reaffirmed time and time again, irrespective of each city administration examined.

- 1) There is no form of managing for results being practiced in eight San Bernardino County cities functioning under the council-manager form of government.
- 2) Each city lacked an effective and efficient integrated performance measurement system.

## CHAPTER SIX

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

This chapter is divided into four sections:

(1) introduction, review of the purpose of this study; (2) describes the conclusions and implications of the findings; (3) includes recommendations for future research; (4) contains the author reflections, lessons learned and feeling about the topic of managing for results.

#### Introduction

This study explored the origin of the council-manager plan, the city manager profession, and explained the conceptual framework of managing for results. This study was conducted to determine whether eight city managers doing business under the council-manager form of government in San Bernardino County are managing for results. Results of this study are useful to those who want to learn about professional city management in San Bernardino County.

Chapter 1 introduced the background of the problem and the need to know whether cities in San Bernardino County with smaller populations, practicing under the

council-manager form of government are managing for results.

Chapter 2 contained a review of literature. This information provided the parallel history of the council-manager plan and the city manager profession. The issues related to both have evolved and changed throughout the years. According to Protasel (1989), the concentration of administrative authority in a city manager became the hallmark of the council-manager plan leading to seemingly endless debates about the actual and proper relationship between policy and administration. Therefore, making the council-manager plan a revered political institution and an established political doctrine (White, 1927).

Chapter 3 provided the conceptual framework for managing for results and comments from current researchers noted in the field of study.

Chapter 4 provided information on the type of research and methodology for conducting the study. Eight cities in San Bernardino County and their city managers were selected to participate in this study. The city managers were chosen to complete the first (short) questionnaire on the topics of themselves and their profession. The second (long) questionnaire was directed towards managing for results. The questionnaires were

given to all eight city managers and 100% completed and returned the first questionnaire and 62.5% returned the second given to each manager at the conclusion of their of personal interviews

Chapter 5 contains the summarized responses in narrative form to the research questions taken from the GPP, and an analysis responding to the information reported.

### Conclusions

Based upon the findings of this study, a thorough review of academic literature, document studies, an analysis of case materials, and a limited number of personal interviews on city management, the following conclusions have been drawn regarding the eight city managers and managing for results.

1. All information gathered in this study shows that city managers are working professionals responsible to elected officials (city council members) and managing administrative (city employees and citizens) under the council-manager plan of government.
2. In eight San Bernardino County cities there is no magic formula for good government and none of

the eight are effectively engaged in the managing for results process although some fragments of desired performance measuring is mentioned.

3. Managerial talents and expertise are largely spent in shaping important policies and procedures formed by city councils, other government agencies and departments, and a host of various interest groups under the title of "citizens of the community."
4. Other than Rancho Cucamonga, Ontario and Fontana making an attempt, the cities in this study are not putting into practice "performance measurements" as outlined and indicated by the GPRA or the NPR. Each city manager is aware of these reports, but did not know or mention their awareness of any other city in San Bernardino County providing leadership due to these reports. Ken Hunt expressed, "the City of Fontana is the foremost leader in San Bernardino County in the area of performance measuring, due to the many awards and accolades bestowed upon the City from various state governmental associations and agencies."



5. Managing for results has a long way to go, its still in the newborn stage as far as being practiced. But, interestingly its climbing out of the infant stages as far as conceptual acceptance since the managers reported being completely aware of the practice. They also mentioned that much more must be discovered about the success of the process in general to change minds and attitudes to engage in the endeavor.
6. More managing for results case studies are warranted.
7. City managers, although different in their forms of management styles are similar in placing importance on their relationships with council, the city employees and citizens of their cities. Regardless of the challenging issue at hand that they are facing, the council, the city employees and citizens are always considered one way or another as important and involved in the decision making process.

### Recommendations for Research

1. A study should be conducted on the eight cities I selected to provide an in-depth description of the strengths and weakness of each city's administration and the way in which they are professionally managed. Especially the cities of Ontario, Fontana and Rancho Cucamonga who are making their marks on the national scene due to the tremendous rise in population and growth in economical potential. Rancho Cucamonga consistently ranks in the Top 10 list for best places to live for its FBI ranking as one of the safest cities in the country, good schools master-planned neighborhoods and proximity to all that's best about Southern California (Morales, 2003) The study should include responses from all City departments, the city council members, city employees and citizens of that city.
2. An individual study should be prepared for San Bernardino County in order to aid the County's elected officials and department heads to effectively and efficiently manage the largest

County in the United States toward implementing results-based accountability structures.

3. A study should be conducted to determine the pros and cons of managing for results for professional city managers. Most of the literature I found seemed to focus on federal agencies, and only the GPP focused on cities and counties. There is a limited amount of information regarding managing for results available to those who are interested in the subject. Current academic studies are needed to determine and provide proof that managing for results is an effective and innovative tool in providing a more effective and efficient way to run local government.

Kress (2002) argues that managing for results is a comprehensive and highly integrated public management reform strategy, which has to proceed through several developmental phases to reach full potential. He also admits that unlike development at the federal level, managing for results in state and local government does not always entail the full spectrum of the development phases of this public management reform paradigm. I found this statement to be true and a limitation in this study

of local government. The eight cities that were involved in this study did not provide the complete necessary full spectrum of their development phrases regarding any performance measured, and at times it was difficult to keep the managers focused on explaining their accountability processes.

Therefore, it is my firm belief that managing for results must be examined more closely on a state level to monitor and determine the accountability of state funds given to local government, and the federal government must monitor the states providing funding for public services to its citizens on the local government levels. When funds to be awarded local government are declined due to poor performance measurements and non-compliance to the GPRA of 1993, in my opinion (then) and (only then) will local government straight up and pay attention to what must be done to prove their accountability performance process.

I imagine local governments would quickly scramble to implement result-based accountability structures at that time, or an attempt will be put into action. From that process will come more case studies, other than the few pioneer studies reported in the GPP 2000 & 2002 reports and academic literature to date.

## Author's Reflections, Recommendations, and Concluding Remarks

This study was an amazing journey for me learning about city administration, the council-manager plan and managing for results. I never imagined city administration to be so powerful and yet vulnerable at the same time. Basically, I have tried to demonstrate that analysis based on the GPP about managing for results makes good sense. I understand the process of managing for results by presenting its conceptual form, and I thus bring to it meaning in all that I do. I suggest that studying the process of managing for results can actually bring about better organizational accountability structures to all types of entities. Nevertheless, it is professional city managers that must have the tools to rise above the challenges that they face, to understand the values that motivate behaviors, and to have a solid knowledge of human relations to gain the skills to analyze situations to be able to understand the needs of the community (Hinton & Kerrigan, 1989). "It... is a fishbowl," states Daryl Parrish, city manager for Colton. Yes, it is a fishbowl, I have determined in examining the 8 city managers. In contrast it is also a powerful profession that affects the

lives of almost every citizen in the County of San Bernardino.

Before Henry Garcia became the City of Rialto's city administrator, there was Walter Kane. Kane passed away in 2002, and I spoke with him often prior to doing this study about the city manager profession. He had served as a city manager for six cities and had 25 years experience as a city manager. In addition, he had another 15 years experience as a manager in the private sector in the field of commercial banking and investment banking. After taking a class in Public Administration, he became intrigued with the city manager profession. Kane was quiet, reserved and powerful. He was not highly sociable and stated to me on many occasions that he liked it that way.

I mentioned Kane in my final remarks because he was an engineer, and in my eyes provided a true glimpse into a city manager spoken about by the early writers regarding the profession. He was very proud of that fact. Therefore, I admired him personally more than the others, and I am saddened that he did not take part in my study, for I know in my heart that he would have delivered some amazing valued input--different from the others for me to share with the readers of this study.

I imagine there are many city managers like Walter Kane still in existence. Even though, the profession has changed to deal with the current city issues of our time. Nonetheless, there is a longing in me to seek out such dinosaurs of the profession like Kane, these males who history records as progressive reformers living quietly among us. Most of them, of course, are up in age placing the values of yesteryear on the shelf due to the changes that have occurred from modern urbanization and the required knowledge to effectively deal with those changes. I'd like to hear their stories and the ways that they managed their cities, and most importantly what they would think of this progressive reform movement of managing for results.

I believe that managing for results is an amazing reinvention tool and that once those who decide to put reform in action as Osborne and Plastrik (1997) argue will typically realize that they need radical improvement in their capacity to steer with producing results. City managers will at that time find it important to develop systems that help to constantly define and redefine their city's core purposes—accomplishing the outcomes that are most important to them and aiming their organizations at achieving those outcomes. Osborne and Plastrik (1997)

state that this is a frontier area of reinvention. Only a few pioneers, including New Zealand, Sunnyvale, California, and the State of Oregon, are struggling to reinvent their steering mechanisms. Why? Because the approach of clarity of direction does not come naturally to elected officials and it cannot be accomplished without them. Perhaps this is how Upland's city manager feels leaving change to the young people.

I imagine if Osborne & Plastrik were to rewrite an updated version of their book *"Banishing Bureaucracy: The Five Strategies for Reinventing Government,"* it will include another pioneer in its study, the City of Phoenix, Arizona. Since all roads to date are leading to that city as a source of leadership in managing for results.

The City of Phoenix, rolled out its entire strategic plan that involved elected officials buying into developing a consensus and common understanding of where is Phoenix now? Where does it want to go? How will it get there? And, how will they continue to stay on track? Wouldn't it be nice if the elected officials of the County of San Bernardino (the largest County in the country) firmly decided to put into practice a result-based accountability process? Imagine the possibilities of the case studies alone.



The objective of this study overall was to determine whether local cities doing business under the council-manager plan of government in San Bernardino County are managing for results. Sadly these cities are not managing for results. As a upcoming public administrator living in San Bernardino County, solely inspired by city manager Walter Kane and Dr. Guenther Kress' research regarding managing of results, I have taken offense to the information that I have discovered in doing this study.

Why? San Bernardino County can do better, and so can the cities under the council-manager form within San Bernardino County about reporting the accountability of their challenges and successes. Yes, it's important to learn through case studies about other regions and areas, but it's also equally as important for future public administrators to understand the professional management practices of the area in which they resides.

If California State University, San Bernardino (CSUSB), Public Administration Program professes to be one of the most outstanding programs in the State of California, then how come local governments like San Bernardino County are not using that resource of academic leadership? Why can't the elected officials leading the

County, start clearing the decks and steering by reaching out to that powerful student base at CSUSB? Determined in the area of enhancing government, focused on result-based accountability through its management systems bringing that GPP grade up to an A.

Maybe the answers I ask for will come in my lifetime or the answer really starts with me or future public administrators like me. I don't know, but I solemnly vow to find out.

My recommendations are:

1. The Public Administration Graduate Program at CSUSB should spearhead the study and dissemination of information on the similarity of problems and issues centered around results-based accountability, for the sole purpose of assisting local governmental agencies in San Bernardino County and those cities in San Bernardino County to move forward in action towards managing for results in accordance with the GPR Act of 1993.
2. The city councils of all cities in San Bernardino County should carefully examine their departments and public programs to make provisions for performance measuring and results

based management. They should do this major undertaking by examining one department and/or program at a time. Establishing indicators in which to monitor their performances. Kress (2002) explains, "If public managers recognize the strategic dimensions of managing for results, avoid dogmatic behaviors in its application, and use the built-in flexibility and adaptability of this reform framework to their full advantage, managing for results may succeed and receive recognition as a new paradigm in public administration He states, "...the effective application of managing for results depends to a large degree on the selection of appropriate change strategies, which are also delineated in the strategic plan. Here public managers are called upon to select innovative and powerful strategies such as the ones recommended by Osborne and Plastrik" (p. 4).

If a city council and its city manager carefully study a department, and their aim is focusing on steering and bringing about true accountability in performance, achieving a

clarity of purpose they are on the road to accomplishing an organizational culture conducive to high performance.

3. City leaders, nonprofits organizations, or institutions of higher learning should offer classes in managing for results. This is an excellent topic for workshops and seminars focusing on leadership and management.
4. Advocacy in the State of California for managing for results is needed to create an awareness of the cities that are practicing results-based accountability and reward them for their efforts at reinventing local government and their accountability performances.

APPENDIX A  
INTERNATIONAL CITY MANAGERS ASSOCIATION  
CODE OF ETHICS

## ICMA CODE OF ETHICS

1. BE DEDICATED TO THE CONCEPTS OF EFFECTIVE AND DEMOCRATIC LOCAL GOVERNMENT BY RESPONSIBLE ELECTED OFFICIALS AND BELIEVE THAT PROFESSIONAL GENERAL MANAGEMENT IS ESSENTIAL TO THE ACHIEVEMENT OF THIS OBJECTIVE.
2. AFFIRM THE DIGNITY AND WORTH OF THE SERVICES RENDERED BY GOVERNMENT AND MAINTAIN A CONSTRUCTIVE, CREATIVE, AND PRACTICAL ATTITUDE TOWARD LOCAL GOVERNMENT AFFAIRS AND A DEEP SENSE OF SOCIAL RESPONSIBILITY AS A TRUSTED PUBLIC SERVANT.
3. BE DEDICATED TO THE HIGHEST IDEALS OF HONOR AND INTEGRITY IN ALL PUBLIC AND PERSONAL RELATIONSHIPS IN ORDER THAT THE MEMBER MAY MERIT THE RESPECT AND CONFIDENCE OF THE ELECTED OFFICIALS, OF OTHER OFFICIALS AND EMPLOYEES, AND THE PUBLIC.
4. RECOGNIZE THAT THE CHIEF FUNCTION OF LOCAL GOVERNMENT AT ALL TIMES IS TO SERVE THE BEST INTERESTS OF ALL THE PEOPLE.
5. SUBMIT POLICY PROPOSALS TO ELECTED OFFICIALS; PROVIDE THEM WITH FACTS AND ADVICE ON MATTERS OF POLICY AS A BASIS FOR MAKING DECISIONS AND SETTING COMMUNITY GOALS; AND UPHOLD AND IMPLEMENT LOCAL GOVERNMENT POLICIES ADOPTED BY ELECTED OFFICIALS.
6. RECOGNIZE THAT ELECTED REPRESENTATIVES OF THE PEOPLE ARE ENTITLED TO THE CREDIT FOR THE ESTABLISHMENT OF

LOCAL GOVERNMENT POLICIES; RESPONSIBILITY FOR POLICY EXECUTION RESTS WITH THE MEMBERS.

7. REFRAIN FROM ALL POLITICAL ACTIVITIES WHICH UNDERMINE PUBLIC CONFIDENCE IN PROFESSIONAL ADMINISTRATORS. REFRAIN FROM PARTICIPATION IN THE ELECTION OF THE MEMBERS OF THE EMPLOYING LEGISLATIVE BODY.
8. MAKE IT A DUTY CONTINUALLY TO IMPROVE THE MEMBER'S PROFESSIONAL ABILITY AND TO DEVELOP THE COMPETENCE OF ASSOCIATES IN THE USE OF MANAGEMENT TECHNIQUES.
9. KEEP THE COMMUNITY INFORMED ON LOCAL GOVERNMENT AFFAIRS; ENCOURAGE COMMUNICATION BETWEEN THE CITIZENS AND ALL LOCAL GOVERNMENT OFFICERS; EMPHASIZE FRIENDLY AND COURTEOUS SERVICE TO THE PUBLIC; AND SEEK TO IMPROVE THE QUALITY AND IMAGE OF PUBLIC SERVICE.
10. RESIST ANY ENCROACHMENT ON PROFESSIONAL RESPONSIBILITIES, BELIEVING THE MEMBER SHOULD BE FREE TO CARRY OUT OFFICIAL POLICIES WITHOUT INTERFERENCE, AND HANDLE EACH PROBLEM WITHOUT DISCRIMINATION ON THE BASIS OF PRINCIPLE AND JUSTICE.
11. HANDLE ALL MATTERS OF PERSONNEL ON THE BASIS OF MERIT SO THAT FAIRNESS AND IMPARTIALITY GOVERN A MEMBER'S DECISIONS PERTAINING TO APPOINTMENTS, PAY ADJUSTMENTS, PROMOTIONS, AND DISCIPLINE.
12. SEEK NO FAVOR; BELIEVE THAT PERSONAL AGGRANDIZEMENT OR PROFIT SECURED BY CONFIDENTIAL INFORMATION OR BY MISUSE OF PUBLIC TIME IS DISHONEST.

APPENDIX B  
THE SHORT QUESTIONNAIRE



### **The Short Questionnaire**

1. How many years have you been a city manager?
2. Are you an ICMA member?
3. What made you decide to become a city manager? Tell us about your journey.
4. What has been your greatest challenge in your professional career goals?
5. Tell us about your most rewarding success?
6. What would you like to see changed about your career profession and do you have any regrets?
7. How would you encourage students to become interested in the field of city management?

APPENDIX C  
THE LONG QUESTIONNAIRE

## **The Long Questionnaire**

**Note:** *This list of questions was taken from a list of many questions asked in the Government Performance Project (GPP), a comprehensive survey of the effectiveness of core government managers.*

1. What is your city's vision and values? What percentage has the message of vision and values penetrated in your city? Does your city have a formal managing for results system in place? If so, please describe this system briefly. In what ways has this system changed and evolved in the past few years? If not, please describe what type of management process that you have in place and why this system works out best for your city?
2. Does your city have a citywide strategic planning process? If so, please describe this process. Also, please explain who participates in your city's strategic planning process. (For example to what extent are elected and appointed officials, agency managers, city employees, interest groups and citizens involved? How are the views of these groups reconciled and incorporated into the plan?)
3. In what areas has your city achieved its performance improvement goals? In what areas does your city still seek to improve?
4. Please describe the process by which your city measures outputs and outcomes. For what percentage of your city's activities are outputs and outcomes measures utilized? Please provide concrete example of the output and outcomes measures used.
5. Please describe any efforts your city has made to expand the use of outcomes(results) measures. Briefly describe how does your city measure the performance in terms of outputs, outcomes, or efficiency of its human resource management, financial management, capital management, and information technology system. Please provide concrete examples of how this is done.
6. How does your city determine what issues and problems will need to be dealt with in the future? In particular, please describe how your city uses any of the following techniques and methods for assessing needs and tracking accomplishments: A) Citizens surveys, B) Bench marking or some other systematic means of gathering comparative information from other cities, C) Collection and use baseline data, D) Specified performance targets, and E) Any other approach.

7. How does your city make certain that the performance data provided by its agencies are accurate?
8. Are performance audits done by the City Council, a city auditor, or other city offices? If so, please briefly describe the audit activities, including who conducts them, how frequently they are conducted, to who the results are reported, the size of the staff involved in the process, and the likelihood based on historical experience that the recommendation will be followed.
9. Please briefly describe how the above information about agency performance is communicated to the City Manager and other stakeholders.
10. Please identify any significant awards or recognition that your city has received in the last two years for improving the performance of key city government functions?
11. Please describe how your city's elected and/or appointed leadership is able to integrate all governmental systems within a coherent framework for governance? How well are the goals of your city's elected and appointed leaders communicated to city employees, other levels of government, to citizens, and to the private and nonprofit sectors?
12. Is there anything else you think I should know about your city? (Like for example, does your city face any unusual challenges in the area of managing for results? Has it developed any unique or innovative approaches?)

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